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ABSTRACT

This handbook is a self-help guide for beginning or improving cooperative efforts between recreation, park, and education agencies. The handbook covers: 1) development and writing of guidelines for a formal agreement to cooperate, 2) methods of developing supportive communication strategies, 3) determination of the costs of a cooperative venture, and 4) evaluating a cooperative program. (CJ)

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LET'S COOPERATE

A Handbook for Recreation/Park and Education Agencies

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Developed by:
The Committee for Recreation/Education Cooperation

September, 1979

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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TO THE READER

The partnership of education and recreation agencies working together cooperatively is one of long standing in California, marked with examples of outstanding service and success. The circles signifying that which is a learning experience and that which is a recreational experience grow increasingly together, and well they should. In the mind of the participant, there may be no difference.

Another type of service can be gained through cooperative efforts; that of sharing resources to make the most effective use of limited tax dollars. We can lessen our need for public financial support through sharing the physical, financial, and human resources we each have to offer. This should always be an objective of public agencies; with Proposition 13, it is our mandate.

The California Department of Parks and Recreation is proud to be an active sponsor of the Committee for Recreation/Education Cooperation (CREC) and to have been an active participant in the development of this document. It is our firm hope that the continued efforts of CREC to identify and resolve barriers to cooperation and the development of positive models for interagency cooperation through efforts like "Let's Cooperate" will provide us with new standards for success in public service.

Russell W. Cahill, Director
California Department of Parks and Recreation

I am pleased that the work of the Committee for Recreation/Education Cooperation has resulted in specific suggestions to make the most of services to local communities.

Cooperation between education and recreation agencies is logical and necessary. This publication will help you make the most of school and recreation facilities by eliminating duplication.

I would also hope that through our cooperation we can encourage more people from the community to let us know what kind of educational and recreational services they want.

As we continue our cooperative efforts I am sure we can increase the opportunities for public use of schools for recreational purposes and the use of parks for educational purposes.

Wilson Riles
Superintendent of Public Instruction

JUL 2 9 1980

L E T ' S C O O P E R A T E

A Handbook for Recreation/Park
and Education Agencies

Developed By: The Committee for Recreation/Education Cooperation

Project Sponsors: The California Park and Recreation Society
The California Department of Education
The California Department of Parks and Recreation

Publishing Assistance: United States Department of the Interior,
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PREFACE

This handbook is a self-help guide to beginning or improving cooperative efforts between recreation/park and education agencies.

RECREATION/PARK AND EDUCATION AGENCY COOPERATION IS DESIRABLE BUT IT IS NOT ALWAYS OBTAINED EASILY

Many jurisdictions have improved the use of resources, facilities, and programs by joining forces for the common good. However, some communities suffer from a lack of coordinated services. Many reasons have been brought forward to explain why these cooperative recreation/park and education programs fail. While many of these reasons are valid, in this post-Proposition 13 era of low public financial resources and continued demand for services, solutions to the shortage of resources must be found.

Cooperative programs offer great potential. This handbook can help make potential become reality by providing information on techniques for developing cooperative relationships between recreation/park and education agencies. The handbook provides a guide to development of a complete cooperative program. It is hoped that even those agencies with successful cooperative relationships will find the handbook helpful for strengthening their ability to deliver services. It should be noted, however, that not all agencies will be able to apply all of the steps included here. The book should be viewed as a guide.

The handbook covers:

1. Ways of developing a firm philosophical and legal rationale for cooperation, as well as guidelines for writing a formal agreement to cooperate;

2. Methods of developing successful communication strategies for support of the cooperative effort;

3. Things to consider when determining the costs of a cooperative venture; and

4. Questions to ask when evaluating a cooperative program.

A LITTLE ABOUT CREC

This handbook is a publication of the Committee for Recreation Education Cooperation (CREC). CREC is jointly sponsored by the California Department of Parks and Recreation, the California Department of Education, and the California Park and Recreation Society. CREC includes members from state and local education and recreation/park agencies. A network of associate members has been established to provide information to CREC. You can provide or gain information on CREC by contacting the California Park and Recreation Society, 1400 K Street, Sacramento, California 95814, (916) 441-0254.

This handbook is dedicated to the memory of Robert Artz, who as a member of CREC and of the National Joint Continuing Steering Committee contributed much to the field of recreation/park and education cooperation.

FIGURE 1

COMMITTEE MEMBERS

Keith Demetrak, Supervisor
Urban Action Section
State Department Parks and Recreation

Bill Dresser, Pre-school
12th Grade Planning
San Juan Unified School District

Bob Dutra, Grants Project Officer
State Department Parks and Recreation

Tom Giugni, Superintendent
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Recreation

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Oakland Adult Education

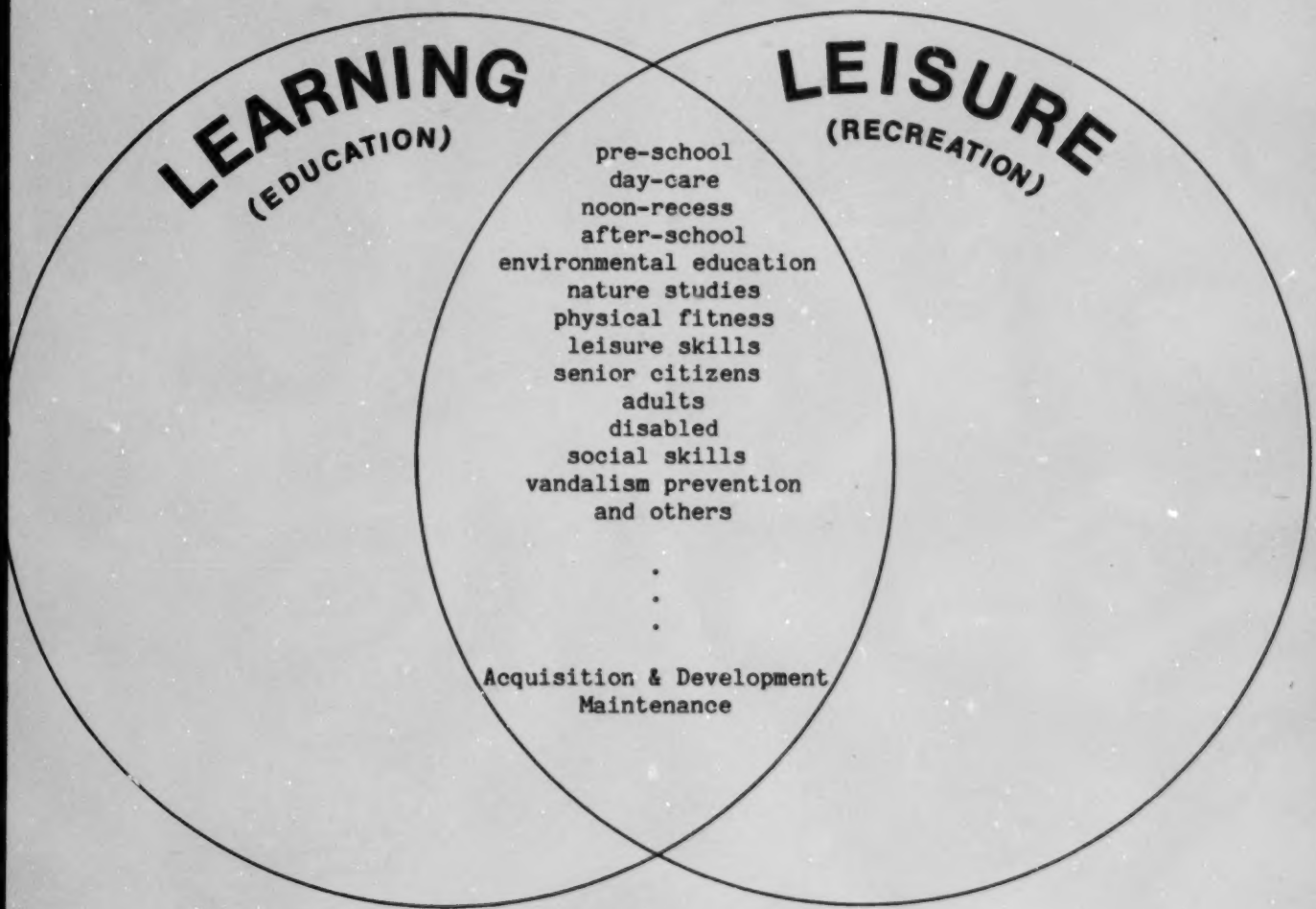
John Williams, Director
Davis Life Enrichment

Solon Wisham, Director
Sacramento City P&R

Project Coordinator
Carol Iddins

FIGURE 2

POTENTIAL FOR COOPERATIVE
DELIVERY OF SERVICES TO COMMUNITIES



HOW AGENCIES CAN FORM COOPERATIVE AGREEMENTS

A RECREATION/PARK AND EDUCATION AGENCY PROCESS GUIDE

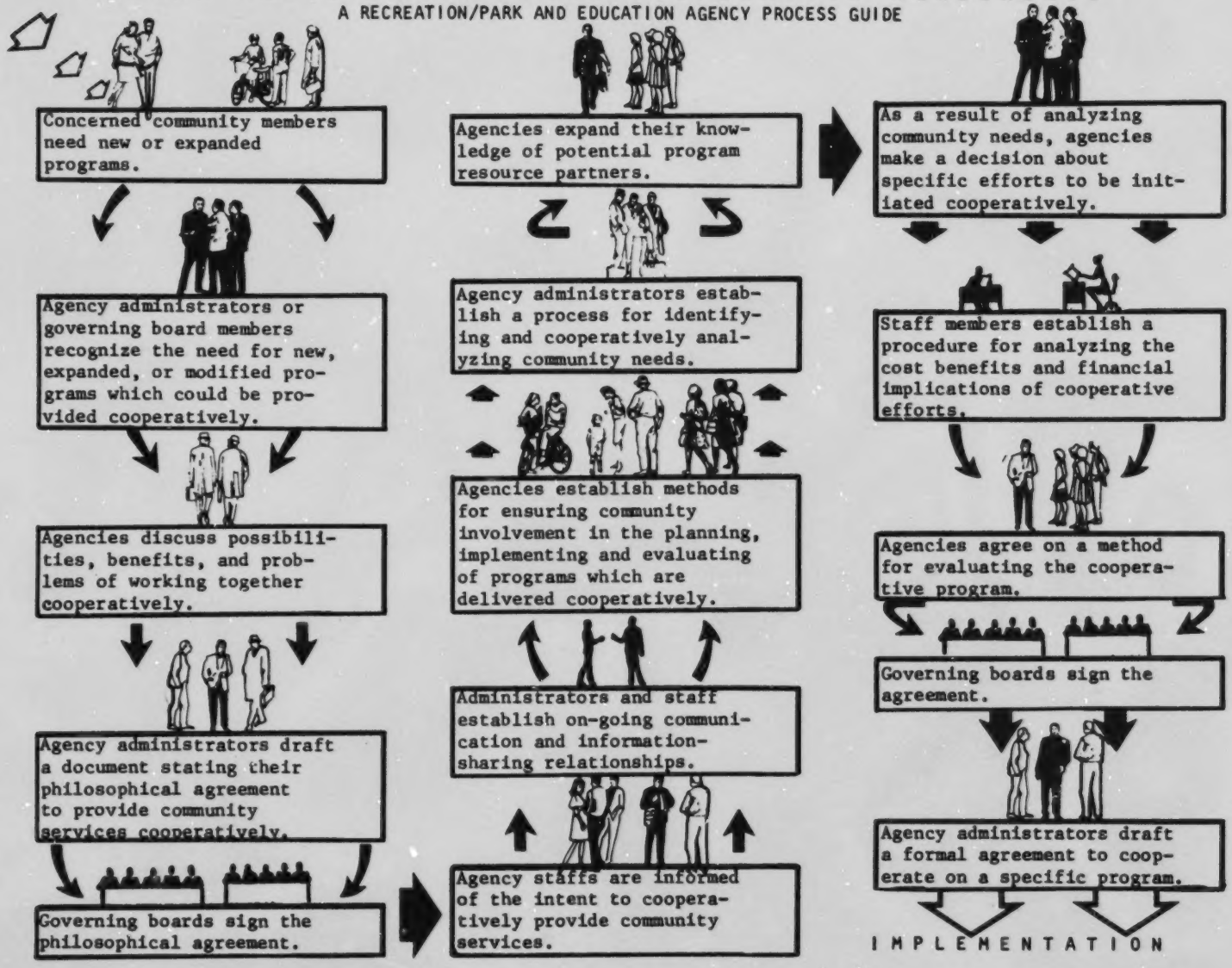

Concerned community members need new or expanded programs.
Agency administrators or governing board members recognize the need for new, expanded, or modified programs which could be provided cooperatively.
Agencies discuss possibilities, benefits, and problems of working together cooperatively.
Agency administrators draft a document stating their philosophical agreement to provide community services cooperatively.
Governing boards sign the philosophical agreement.
Agency staffs are informed of the intent to cooperatively provide community services.
Administrators and staff establish on-going communication and information-sharing relationships.
Agencies establish methods for ensuring community involvement in the planning, implementing and evaluating of programs which are delivered cooperatively.
Agency administrators establish a process for identifying and cooperatively analyzing community needs.
Agencies expand their knowledge of potential program resource partners.
As a result of analyzing community needs, agencies make a decision about specific efforts to be initiated cooperatively.
Staff members establish a procedure for analyzing the cost benefits and financial implications of cooperative efforts.
Agencies agree on a method for evaluating the cooperative program.
Governing boards sign the agreement.
Agency administrators draft a formal agreement to cooperate on a specific program.
IMPLEMENTATION

FIGURE 3

CHAPTER I

FOUNDATIONS, STRUCTURES, AND POLICIES FOR EFFECTIVE EDUCATION AND RECREATION/PARK COOPERATION

Agency administrators draft a document stating philosophical agreement to provide community services cooperatively.

OVERVIEW

The intents of agencies to cooperate should be based on two main concepts. Both education and recreation/park agencies have an historic, philosophical, and statutory responsibility to meet the learning and leisure (education and recreation) needs of the community. Also, formal cooperative provision of services assures the community that their right to optimum services for their tax dollars is being respected.

Furthermore, the learning and leisure programs which are cooperatively provided contribute to the attainment of general educational and recreational objectives for children and adults of the State, promote and preserve health and general welfare, and help to develop good citizenship.

Chapter One deals with the importance of developing formal relationships to cooperate. The chapter is divided into two sections. The first provides background information which might be helpful in planning a cooperative program. The second section gives specific information about items which should be included in written agreements.

> COOPERATION BEGINS WITH MOTIVATION, AND REQUIRES AUTHORIZATION IF IT IS TO BE PRACTICED INSTEAD OF PREACHED!

Cooperation begins with motivation

FOUNDATIONS OF COOPERATIVE VENTURES

Current Need

WHEREAS.....

Human service agencies are facing a period of declining resources and conflicting demands. The "taxpayers' revolt" underscores the limits of tax-supported services, but many special interest groups are organizing constituencies to lobby for their needs. With less money, recreation/park and education managers and governing authorities must seek to satisfy the growing needs of competing interests.

These times demand that duplication of effort be eliminated. Further, agency cooperation should focus on priority community goals. Successful cooperative arrangements tend to occur when the cooperative activity is a priority for both agencies. As public resources decline, new ways must be found to match needs and resources. Agency administrators must discover new ways to marshal needed resources.

Philosophical Premises

WHEREAS.....

Since worthwhile leisure and learning activities contribute to the well-being of individuals, and thus to the health of society, the provision of opportunities for those services are properly recognized as a governmental obligation. Both recreation and education agencies are delegated the responsiblity for providing communities with learning and leisure skill opportunities.

Agencies are committed to cooperate because of the need to maximize the quality and quantity of programs. Communication in planning, implementing, and evaluating the cooperative effort leads to effective programs.

Legal Provisions

WHEREAS.....

Education and recreation/park agencies are authorized by Government Codes of the State of California to organize, promote and conduct programs for learning and leisure. Recreation/park and education agencies are further authorized to enter into agreements with each other, and to do what is necessary to aid and cooperate in carrying out these purposes. (See Appendix A for a listing of codes affecting education and recreation/park cooperation.)

STRUCTURES FOR COOPERATIVE VENTURES

Many cooperative efforts are based on personal relationships between educators and recreation personnel. Although these arrangements often produce short-term results, the cooperative efforts are often discontinued when one of the key personalities leaves. Thus, organizational structures in support of cooperative efforts are highly desirable in addition to, or instead of reliance on personal relationships.

Demonstration projects begun by staff or initiated by "grass-roots" involvement are often important for pointing out the benefits of cooperative arrangements. However, these cooperative efforts of agency staff must be supported by agency/organizational commitment if long-term results are desired.

> FAIRFIELD: Fairfield-Suisun Unified School District has maintained a successful cooperative relationship with the City of Fairfield for years. All acquisition and development of facilities are planned cooperatively, with the result that all schools are now built beside parks, and all facilities are shared. Thus, joint facilities development and program sponsorship have increased the ability of both agencies to meet the learning (education) and leisure (recreation/park) needs of their community.

THE WAY TO BEGIN IS TO.....➤

FIGURE 4

(In general, the groups which must work cooperatively are those which are read from left to right on the following chart.)

KNOW YOUR EDUCATION AND RECREATION PARK ORGANIZATIONS, PART I

	COUNTY GOVERNMENT	COUNTY OFFICES OF EDUCATION	CITY GOVERNMENT	SCHOOL DISTRICTS	SPECIAL RECREATION DISTRICTS
Policy	Board of Supervisors	Board of Education	City Council	Board of Education	Special District Board
Administration and Management	County Executive	Superintendent of Schools	City Manager	Superintendent of Schools	General Manager
	Department Head	Associate Superintendent	Department Head	Central Office Administrators and Site Administrators	Department Head
Supervisers and Operations	Park/Recreation Superintendents	Department Directors	Park/Recreation Superintendents		Park/Recreation Superintendents
	Recreation Supervisors	Service Coordinators	Recreation Supervisors	Teachers and Other Staff	Recreation Supervisors
	Staff	Staff	Staff		Staff

FIGURE 5
KNOW YOUR RECREATION/PARK AND EDUCATION ORGANIZATIONS
PART II

EDUCATION*		RECREATION/PARKS*	
STRUCTURE	FUNCTION	STRUCTURE	FUNCTION
1. State Department	Policy, regulations, review, funding.	State Department	Policy, regulations, review, funding.
2. County Offices	Support for local school districts.	County Park and Recreation Departments	Regional parks; recreation programs for unincorporated areas.
3. School Districts (Elementary K-8) (Secondary 9-12) (Unified K-12, adult) (Community Colleges	All regular educational offerings for kindergarten through adult.	City Recreation & Park Departments (Leisure Services) (Community Services)	All recreational programs for residents; maintenance of park lands
4. University		Special Districts A. Dependent; governed by the county or city council. B. Independent; governed by an elected board.	
		Regional	All recreational programs for: Service to large regions (ie.: East Bay Regional Park District).
		Regular	Service to neighborhoods and local areas.
* See Appendix D, Part One, for a listing of educational programs and services.		* See Appendix D, Part Two, for a listing of state and federal park, recreation, and historic financial assistance programs to local jurisdictions	

POLICIES FOR COOPERATIVE VENTURES

COOPERATIVE INTENTIONS MUST BE FORMALIZED INTO POLICY STATEMENTS SUCH AS JOINT RESOLUTIONS OR LETTERS OF INTENT, TO PROVIDE A BASE FOR MORE SPECIFIC AGREEMENTS.

To assure continued cooperation in the delivery of services, the philosophical agreement should be formalized into a policy statement, such as a joint resolution. This should be signed by the education governing board and the recreation/park governing board. The policy is a general statement of purpose to cooperatively provide learning and leisure services. General agreements provide an umbrella for later, more specific site or program agreements. The policy statements should be on file with both agencies, and should be available to the community.

Governing boards sign the agreement.

FIGURE 6

WORKSHEET: MEMORANDUM OF UNDERSTANDING

TRY YOUR HAND AT FORMULATING A POLICY STATEMENT FOR EDUCATION AND RECREATION /PARK COOPERATION IN YOUR COMMUNITY*

* (Also see samples in Appendix B.)

MEMORANDUM OF UNDERSTANDING BETWEEN

THE (education agency, agencies)

AND THE (leisure agency, agencies)

****

Agreement Foundations (why)

A. Legal Bases

WHEREAS.....

.....

.....(See pg.3).

B. Current Needs

WHEREAS.....

WHEREAS.....

C. Philosophical Intents

WHEREAS.....

WHEREAS.....

Basic Purpose (what)

A. THEREFORE.....

B. THEREFORE.....

Description of Mechanisms for Cooperation (how)*

A. Community Recreation/Park and Education Advisory Committee

1. Membership:

2. Duties

B. Division of Costs

IN WITNESS WHEREAS the parties hereto have caused this MEMORANDUM OF UNDERSTANDING to be executed by their respective duly authorized officers pursuant to the authority granted by the attached resolutions adopted by the (education agency, agencies) and the (leisure agency, agencies).

Signature, Title	Signature, Title

* (for details, see Appendix B-1.)

ONCE A PHILOSOPHICAL AGREEMENT TO COOPERATE EXISTS AS A POLICY OF THE AGENCIES, THAT PHILOSOPHY MUST BE CONVERTED TO PRACTICAL, DAY-TO-DAY AGREEMENTS AND GUIDELINES.

A general joint powers agreement gives a policy umbrella for later, more specific site or program agreements. Thus, the general agreement to cooperate could be in effect over a period of many years, and could serve as a springboard for all future agreements.

It should be recognized that agreements to cooperate do not occur overnight. The following may be necessary as preludes to formal policies in support of cooperation:

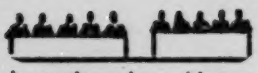
Remember to:

- Start with small, joint ventures to build trust.
- Involve the community in showing the needs for and benefits of cooperation.
- Establish open communication between agencies for trust-building.

Formal agreements may reduce conflict

FORMAL AGENCY AGREEMENTS

Agency administrators draft a formal agreement to cooperate on a specific program.



Governing boards sign the agreement.

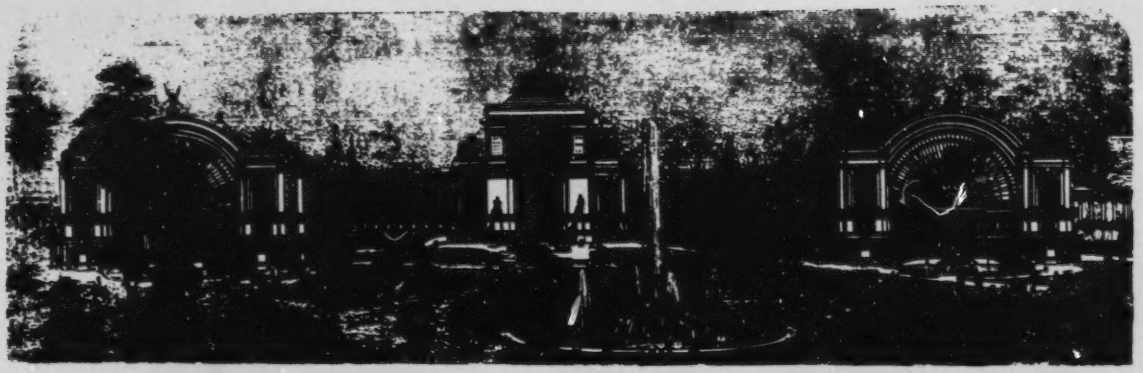
Their Importance

WHY SHOULD AGENCIES HAVE A FORMAL AGREEMENT IF THERE IS ALREADY A POLICY FOR COOPERATION?

Because...

- The formal agreement lists the legal benefits of cooperation, such as responsibility for liability, maintenance, and supervision;
- It specifies responsibilities and conditions, and is a vehicle for solving operational problems;
- It outlines financial commitments; and
- It commits both governing boards to the specifics of the ventures.

Types of Agreements: Facility Sharing



Joint use can be made of the simplest of facilities

Formal agreements to cooperate are currently being used for facility sharing -

An agreement was entered into between the SAN LEANDRO UNIFIED SCHOOL DISTRICT and the CITY OF SAN LEANDRO.

THE PARTIES AGREED THAT:

1. The facilities of the Pacific High School community recreation complex will be available to the district for education purposes during the school days, and will be available to the general public for recreational purposes during periods when the facilities are not being used by the district.

2. During baseball season, the city will maintain the San Leandro Baseball Park, restrooms, concession stand, scorebooth, and all other physical facilities, and administer the use of the field. During football season, the city will maintain the locker rooms, restrooms, and concession stand at the field. The city will maintain the Pacific High School Softball Field's lighting system, scoreboard, pitcher's rubber, home plate, and bases, and will administer the use of the field.

3. During the baseball and football season, the district will assure proper use of the San Leandro Baseball Park when used by San Leandro schools. The district will be responsible for field preparation and facility lock-up after field use by San Leandro Unified School District schools. The district will maintain the Pacific High School Softball Field, bleachers, concession stand, scorebooth, and all other physical facilities not otherwise referred to in this agreement.

CARPENTERIA: The recreation supervisor was assigned the responsibility of handling all use permits and scheduling for use of school facilities after hours. This person was also assigned the responsiblity of keeping track of all keys to the facilities. The arrangment was very beneficial to both agencies; it saved the school district personnel time, and the recreation agency the hassles of not knowing the schedules for use by outside groups.

BELMONT: The school district, in keeping with its philosophy that school property belongs to the community, has agreed to authorize the city to develop surplus school lands into a recreation area. The school maintains title to the land, and all improvements and maintenance needs are handled by the city. This cooperative arrangement provides the community with better services at reduced costs.

Types of Agreements: Programs and Services

SANTA BARBARA: The County Office of Education and the Santa Barbara Recreation Department planned a program for swim therapy to provide learning and leisure services for children in special education. They involved a private residential home, which provided a pool with a lift for the handicapped; the Easter Seal Society, which provided busses; and the local university and Muscular Dystrophy Society, which provided program volunteers.

GARDEN GROVE: Funds for the noon-duty/after-school recreation supervisor are shared by the school district and the recreation department. Each agency is involved in the hiring of the supervisor, who is paid by the school district for ten hours a week as a noon duty supervisor, and by the recreation department for ten hours a week as an after-school sports coordinator. In this way, quality programs are offered to the children without duplication or waste.

When You're Ready to Get Specific

(See sample agreement for joint use of facilities, Appendix B-3, and the list of formal agreements, Appendix C.)

- Cite the Legal Codes Authorizing the Joint Venture

☐ ED CODE ☐ RESOURCE CODE ☐ GOVERNMENT CODE

- State the Purpose of the Agreement

_____ Facility Usage
_____ Facility Maintenance
_____ Program
_____ Service
_____ Other

- Outline the Roles and Responsibilities of Each Agency

This outline should include responsibilities for maintenance, financial obligations, supervision, and any other operational details that would make the interaction of both agencies easier.

In some cases, one agency might have to follow the agreement to the letter, and pay for maintenance or damage repair, even when it feels the responsibility is the other agency's. By doing this when there is a question about responsibility for damage, good faith is maintained.

- List Requirements for Supervision of Programs and Facilities.
- Outline Responsibilities for Insurance Liability.

  Each agency should agree to hold the other harmless, and a required level of insurance should be specified.

"Liability concerns can sometimes trip you up."

- List Priorities for Use of Facilities

  This section would indicate which of the agreeing agencies has priority for use of the facilities. Facility use schedules for each agency and community groups are also helpful. It is important to indicate who is responsible for scheduling. (See the examples on pages 12 and 19.)

- List the Terms and Conditions

  In this section, the duration of the contract can be specified. For example, a continuation clause could specify that the agreement would be in effect: 1) until one of the agencies moves to discontinue it; or 2) until a new agreement is signed. Otherwise, a date can be specified for terminating a program or site use agreement.

- Establish Evaluation Procedures

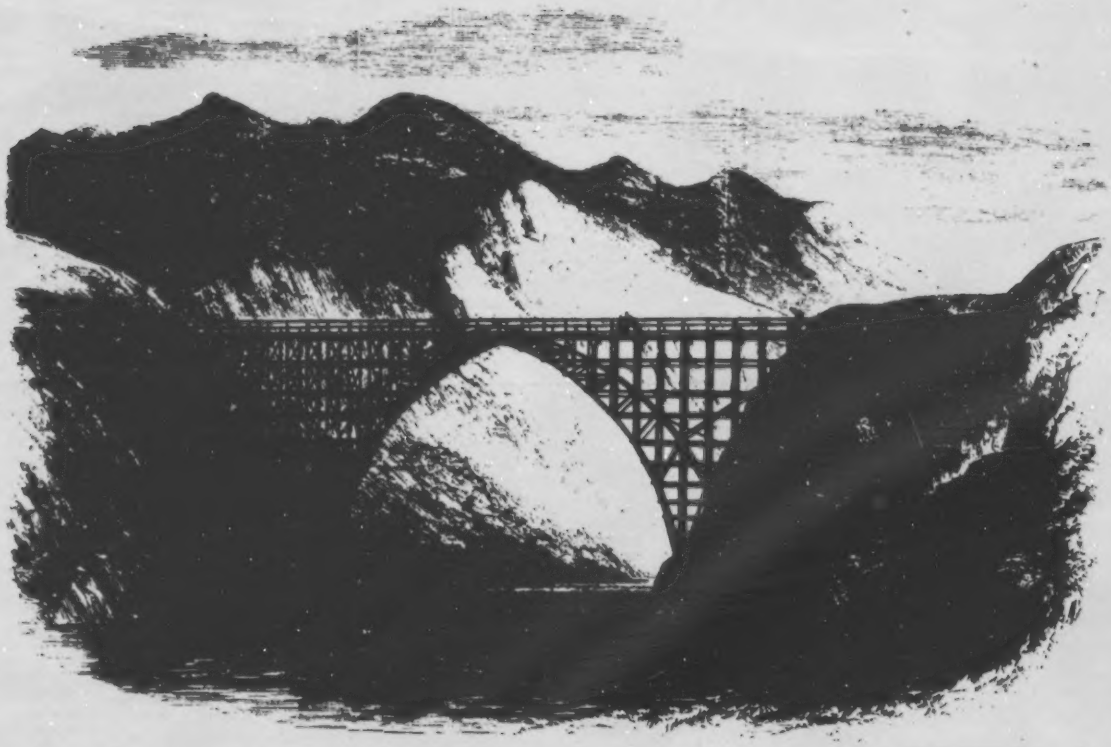
  A good agreement should list the positions (i.e., Program Director) responsible for evaluation, as well as the number of times per year the formal review process would occur. See Chapter 4 for more specific information about cooperative evaluation.

  It is helpful to specify joint hiring procedures for cooperative program leaders (i.e., high school and college students), so quality supervision is ensured. This also provides a mechanism for keeping both agencies involved in the review process, and thus for maintaining a higher degree of satisfaction with the joint venture.

Reminder:

- It is sometimes helpful to start out small. When a successful cooperative program is visible, it advertizes the benefits of cooperation and encourages the agency boards to commit to more extensive cooperation.

- The time necessary to build trust between agencies and to develop support for joint efforts varies from situation to situation. The education of staff members, administrators, boards, and community members about the value of joint efforts may be a time-consuming but worthwhile process.



Communication: the vital link

CHAPTER II

COMMUNICATION: THE VITAL LINK IN COOPERATIVE RELATIONSHIPS

Administrators and staff establish on-going communication and information sharing relationships.

Agency staffs are informed of the intent to cooperatively provide community services.

OVERVIEW

This chapter deals with the importance of communication in building cooperative relationships. To build good cooperative relationships, communication between agencies, and among agencies and the public is essential. To address this issue, the chapter is broken into four sections:

1. Interagency Communication;
2. Cooperative Needs Assessment and Analysis;
3. Community Involvement; and
4. Involvement of Other Community Resources.

INTERAGENCY COMMUNICATION

WHY IS COOPERATIVE COMMUNICATION IMPORTANT TO EDUCATION AND RECREATION /PARK AGENCY RELATIONSHIPS?

There is a cliche which claims that all it takes to gain effective cooperation is goodwill: "If you really want to work together, you will overcome your problems!" It might be a nicer world if that were true, but it is not. People have to learn how to cooperate.

The purpose of interagency communications is to establish and maintain the necessary relationships, information channels, and knowledge so problems can be resolved quickly, and opportunites can be taken as they arrive. It is very difficult to establish good interagency communicatons when you are in the middle of a crisis situation.

"People have to learn how to cooperate."

Good interagency communication, coupled with a cooperative attitude and a spirit of innovation, is essential to providing acceptable levels of public service during periods of reduced funding.

> DAVIS: The Davis Joint Unified School District uses a swimming pool, tennis courts, athletic fields, and a community theater built by the City of Davis, on and near the district's high school campus.
>
> MOUNTAIN VIEW: Mountain View schools use the City of Mountain View's farm for animal and nature study activities.
>
> SANTA CLARA: Much of the after-school hours scheduling for community use of school athletic fields for the Santa Clara Unified School District is done by the City of Santa Clara, at no cost to the school district.

Recreation/park agencies often benefit by good interagency communication. In the three cases cited above, this has led to benefits for the three cities, including:

1. Not having to purchase land for facilities installed on school sites;
2. Not having to fund total maintenance cost for some facilities installed on school sites;
3. Receiving free (or at cost) some use of school facilities and equipment;
4. Sharing the cost of publications and other activities that can be combined or consolidated.

Similarly, school agencies benefit from good cooperative relationships with recreation/park agencies in the following ways, to name a few:

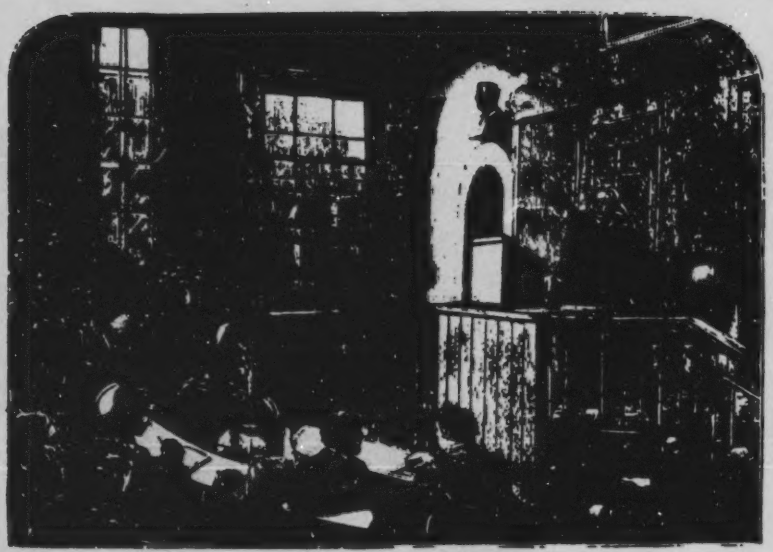
1. Having park lands next to their school playgrounds, for increased student activities;
2. Having quality after-school and noon recreation programs provided for their students, at little or no extra inconvenience to their staff;
3. Having available other facilities, such as civic centers and auditoriums, for large activities (drama productions, graduations); and
4. Having the benefit of staff members from the recreation/park agency who have expertise in special programs, such as therepautic recreation, leisure skills development, and nature study.
5. Using recreation/park facilities to provide a wider variety of educational offering (i.e., environmental education centers).

When attempting to improve communications between education and recreation/park agencies, it is important to remember that the two government bodies do not necessarily have the same constituencies and the same historic methods of solving problems. In short, they have different political realities.

It is important to become generally aware of your own and other agencies' capabilities before proposing cooperative activities, perhaps through reviewing budgets, if they are available. Initially, it is important to identify one easily accomplished specific task to plan jointly, to get acquainted with the other agency, and to become familiar with the various aspects of communications and cooperation.

WHILE INTERAGENCY COMMUNICATION CAN OCCUR SPONTANEOUSLY BECAUSE OF GOOD WORKING RELATIONSHIPS BETWEEN PERSONS IN TWO OR MORE AGENCIES....

Spontaneous communication....



Formal communication

USUALLY...

INTERAGENCY COOPERATION IS MUCH MORE EFFECTIVE AND LESS LIKELY TO BE AFFECTED BY CHANGES IN PERSONNEL WHEN THERE ARE FORMAL STEPS TAKEN WITHIN AGENCIES TO MAKE THE COMMUNICATIONS PROCESS PERMANENT.

THE FORMAL STEPS FOR COMMUNICATION

Policy Statements: Once two or more agencies decide that it would be desireable to cooperate in whatever ways are possible, this fact should be communicated to the public, and to the employees of the involved agencies. A broad statement of policy or purpose that encourages cooperation, but does not limit it to a narrow aspect, is best. The policy statement sets the tone for cooperation at various levels in the organizations. An example of a policy statement is: "To provide an effective delivery system for community services".

Attendance at Agency's Board Meetings: One good way to maintain communications is for a designated liaison person to attend the board or commission meetings of the other agency. This person should be high enough in the chain of command to be able to answer questions adequately, and to speak as a representative of your agency, if necessary. Your representative should be on the agenda regularly with reports to the other agency, even when there is no crisis situation. Some jurisdiction have gone so far as to request that a representative of the other agency serve as an ex-officio member of the board or commission.

> BELMONT: The school superintendent is an ex-officio member of the Recreation and Park Commission.

Coordinating Committee or Council: Some jurisdictions appoint persons to a separate committee charged with liaison and coordination of activities. Such a committee should be staffed with persons who are able to speak for their agency.

> SAN LEANDRO: A school subcommittee consists of representatives of the City of San Leandro Recreation and Parks Commission, the San Leandro Unified School District Board of Education, and the San Lorenzo School District Board of Education. The purpose of the committee, as stated in its rules of operation, is to "establish and maintain communications between the City and the School Districts on recreation/park and education programs and projects of mutual interest".

Formal structures for the purpose of coordination and communication are also successful, because they have the support and commitment of the governing body of the agency or institution.

> LOS ANGELES: An example of such cooperation is the Recreation and Youth Services Planning Council (RYSPC) in Los Angeles. Informal get-togethers are very successful, even at the highest levels of elected officials. Many school boards and recreation/park agency elected officials meet informally on a monthly basis to discuss joint concerns.

Joint Board Meetings: It may be important on an annual basis to have the boards from education and recreation/parks meet jointly to discuss community needs, future joint efforts, and to evaluate past efforts.

Interagency Cooperation Coordinators: Another good process for interagency communication is the appointment of one person from each agency as the interagency cooperation coordinator. He/she should be high enough in the organization to have the authority to speak for the agency.

Joint Review of Acquisition and Development Proposals: This kind of effort pays rich dividends.

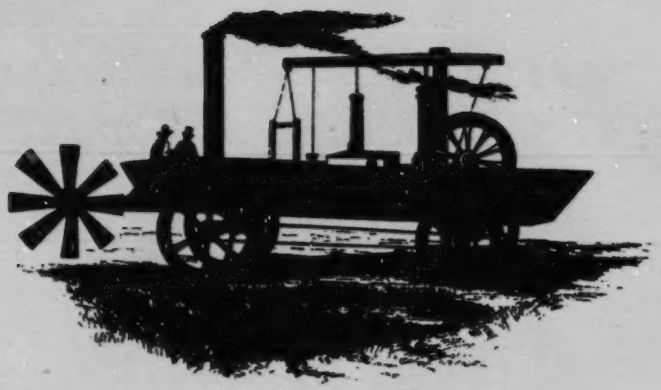
> FAIRFIELD: The City of Fairfield and the Fairfield-Suisun Unified School District have had an agreement since 1973, concerning acquisition and development. The two agencies consult with each other before acquiring new land in order to locate near each other whenever possible, and to consult whenever disposing of surplus property. When planning new sites, they try to locate special facilities so each agency may use them in a cooperative manner. For example, a new elementary school in Fairfield was designed with a recreation supervisor's office in the multipurpose area, and with restrooms easily accessible to students and community members using the site for recreation purposes.

Joint Program Publications: Consideration should be given to the publication of joint program brochures listing a variety of community classes and activities.

> ALAMEDA: The local adult school and recreation department printed their program offerings on the flip sides of an attractively designed brochure.

> MOUNTAIN VIEW: The Cities of Los Altos and Mountain View cooperate with the Mountain View Unified School District to publish joint program brochures.

Joint publications provide an efficient and economical method of providing program information to members of the community, and result in having the cooperating groups work closely together so program duplication can be avoided.



Keeping it Going:

Once interagency communications have been established, there are a number of ways communications can be maintained and enhanced. One method is to provide joint in-service training in areas of common needs, such as grounds maintenance, purchasing, or program planning. This type of activity improves efficiency through training, and encourages interaction of staff members with similar duties and responsibilities at all levels in the participating agencies.

COOPERATIVE NEEDS ASSESSMENT AND ANALYSIS

Agency administrators establish a process for identifying and cooperatively analyzing community needs.

Its Importance

> USE COOPERATIVE COMMUNICATION TO ASSESS THE NEEDS AND RESOURCES OF YOUR COMMUNITY.

Agency professionals and/or citizen board members must determine the community needs and resources for learning and leisure in order to initiate and organize applicable programs. An education and recreation/park resource may be any financial, organizational, or physical structure, or human leadership potential in the community that might be used to produce worthwhile experience.

"You say you want your school and park built together?"

The "why" of needs assessments is perhaps the most critical aspect of the whole process. Only when administrators, staff, and the community at large are in agreement as to why a needs assessment process should be implemented can meaningful data collection and data analysis processes be instituted. Generating consensus about why the process should be instituted is not an easy task.

USES OF NEEDS ASSESSMENT DATA

Data derived from a needs assessment process have three major uses:

1. They may be used as baseline information for decision making;

2. They may be used as baseline information for eventual program evaluation; and

3. They may be used to generate responses to program critics and detractors.

There is no special bag of tricks that can be used in a needs assessment process. The only limitation on ways in which data are gathered is the creativity and ingenuity of the combined education/park and recreation staffs themselves. It is important to reiterate that the data gathered must be related to the program itself, that these data must be reliably and consistently gathered, and that the conclusions drawn from the data must relate to community needs.

The needs assessment process is an open-ended one. As noted before, data gathered at a single point in time are not adequate criteria for an ongoing program.

> BELMONT: Every five years the city hires an outside consultant to conduct a formal needs assessment in the community. The consultant reviews existing programs, services, and facilities. Recommendations are made for services to be added cooperatively between the city and the school with regard to programs or facilities, as a result of comparing the community needs with existing services.
>
> BAKERSFIELD: Members of the following groups meet once a month in Bakersfield to discuss community needs and existing services, and to ensure that all needs are met, and duplication is avoided.
>
> Local newspapers; general circulation and community
> City and county recreation departments
> Mental health groups
> Local school district
> University
> Local adult education agency
> Community health organization
> Downtown business association
> Area legal assistance organization
> Department of Rehabilitation
> Local police and sheriff's association
> Local business and civic groups

Some other examples of community needs assessment techniques are group interviews, telephone surveys, community strategy meetings, questionaires (in newspapers or flyers), and town meetings, to name just a few. (See Appendix D-4 for some helpful references.)

Once the needs assessment process is established as a continuing function, the process helps to form the decision-making base.

Community Involvement

Agencies establish methods for ensuring community involvement in the planning, implementing and evaluating of programs which are delivered cooperatively.

USE YOUR COOPERATIVE COMMUNICATION TO PLAN AN EFFECTIVE PUBLIC INVOLVEMENT PROGRAM.

CAUTION: Incorrect use of, or failure to use, public involvement can be disastrous.

Good public involvment programs, with careful use of a variety of techniques, can be quite cost-effective and valuable to the agency and the public. However, many public agencies see public involvement as an evil; in some cases, a necessary evil. This point of view can't be totally discounted. Public involvement can be expensive and time consuming. When inappropriately handled, it can have negative public relations effects.

Recreation/park and education agencies have an obligation to provide public service, and to respond to the will of the public. Public involvement aids government in knowing and serving its constituents.

Public involvement can be of benefit to many phases of programs. For instance, many cooperative education and recreation/park programs have been successful only because the administrators on both sides have amiable personalities. This arrangement is too fragile to guarantee good public service over a long time. Many times agreements based on personalities break down because of personnel changes. Public involvement in developing cooperative agreements can help to build a supporting constituency that maintains cooperative arrangements after personnel changes.

A token public involvement program will not build community support. If public meetings are held only to meet minimum legal requirements, and if information from the community is not used, the public will become apathetic or resentful.

Contrary to this, the public supports what it helps to build.

PASADENA: The city works in conjunction with a youth sports council, composed of all city and school sports groups. Representatives meet and discuss facilities, equipment, and program needs. The meetings are open to the public. This body makes recommendations to the school board and recreation commissioners if their decisions involve major expenditures or changes.

LA MIRADA AND NORWALK: The youth sports program for these two cities is cooperatively sponsored by the Southeast Recreation and Park District, the Volunteer Coaches Association, and participating elementary schools. Program highlights, such as activities, teams, and events, are publicized in the local newspaper and PTA bulletins. Parents, students, and community members who read about the program in other neighborhoods, and who desire to start one in their own area, can approach their local schools and/or the recreation specialist from the park district, and discuss the details of beginning a program.

The public supports what it helps to build.

OTHER COMMUNITY RESOURCES

Agencies expand their knowledge of potential program resource partners.

USE COOPERATIVE COMMUNICATION TO IDENTIFY PUBLIC RESOURCES

Look to Others

So far, the decision to enter into a cooperative effort has led your education and recreation/park agency to organize the effort and establish lines of communication, to develop avenues for citizen involvement, and to assess community needs. The questions now before you are: which resources are needed, which resources can be committeed, and who has these resources. In answering these questions, you should not limit your search to only the resources that you possess. You should consider all public resources, facilities, and services. Certainly, one of the primary motivations for entering into the cooperative effort was the desire to make maximum use of public resources.

Perhaps the community's need is for a program or facility that is not within the means of the combined resources of the recreation/park and education agencies. In such a case, consider a third or fourth party to the agreement. Maybe each agency can find something to offer, and something to gain.

Agencies involved in sharing resources should consider private sector involvement. Should there be potential, it is strongly recommended that agencies review the Private Sector Involvement Workbook prepared by the Federal Heritage Conservation and Recreation Service.

Consider:
- the military
- profit-oriented private recreation
- churches
- individual consultants
- industry
- non-profit organizations

The Assessment

In all communities, there exists a number of potential resources that can be mobilized to meet community needs and interests. Many of these resources are readily recognized, while others remain untapped. Often, the difference in action taken can be found in the manner in which resources are linked to agency and community needs.

SANTA BARBARA COUNTY OFFICE OF EDUCATION AND SANTA BARBARA RECREATION DEPARTMENT: In their years of working cooperatively to provide learning and leisure services to the community, these two agencies have involved the resources of:

The Junior Women's Club
High school work study students
The Neighborhood Youth Corps
Mental health organizations
Other local business clubs (Chamber of Commerce, Rotary, etc.)
The Kennedy Foundation
AB 90 (for delinquency prevention)
The Kiwanas Club
The Lion's Club
County recreation department (offered architect's services)
Community colleges and university

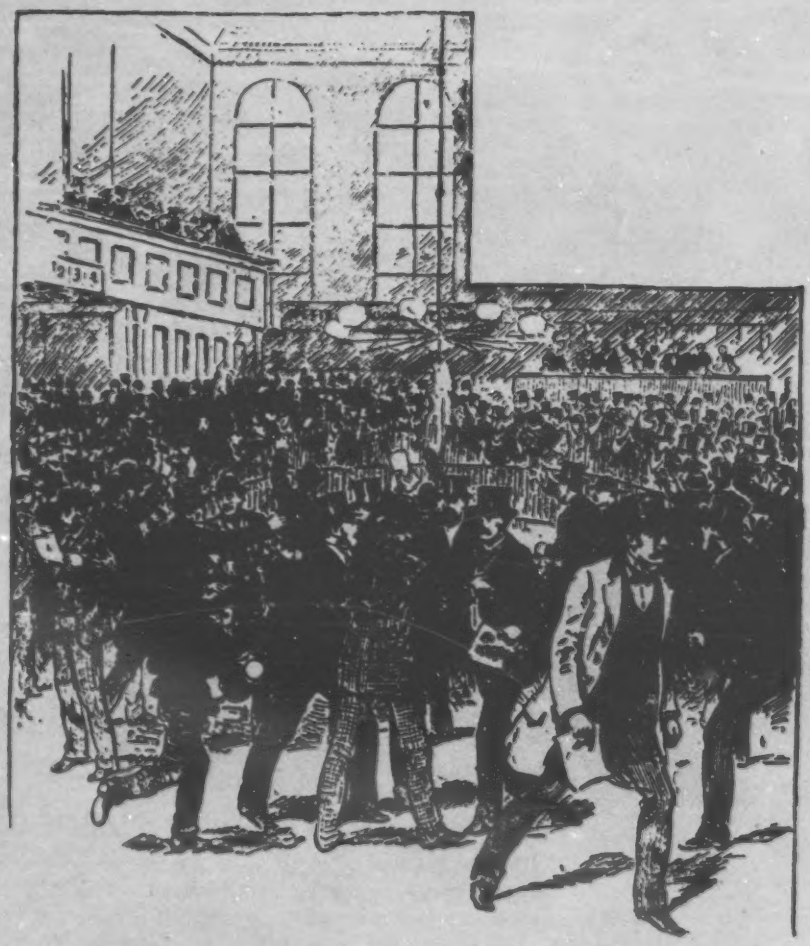
Community resources may be a gold mine.

In linking community needs with available public resources, it may be best to adopt a systematic approach. This approach should consider the category of resource needs, the compilation of an inventory of potential public resources, and an analysis of the applicability of these resources.

Implementation

After you have determined which agencies may assist with the cooperative effort, and which resources in public ownership could be brought to bear on the effort, the final step is to determine the way in which to involve other public agencies. Much of the material already gathered will set the stage for development of the involvement strategy. Essentially, this strategy should consider a method of approach, the timing of approach, and appropriate follow through.

CARPINTERIA: The coordinating Council of Agencies meets regularly to share program plans and constituent needs. In this way, duplication is avoided. However, any time one or more of the agencies is planning a program for which they do not have adequate resources, the group discusses which of the other agencies could best aid in the effort. Joint program planning then takes place.



Financial implications must be given careful consideration

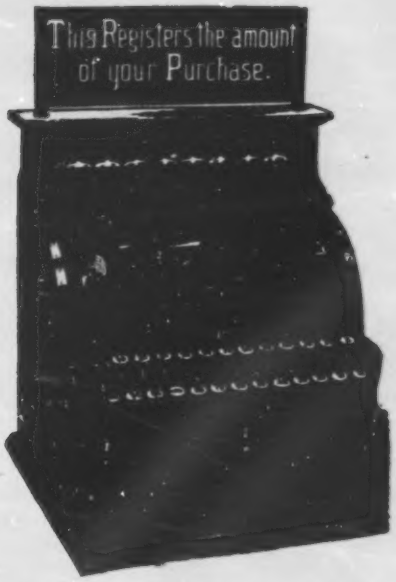
CHAPTER III

FINANCIAL IMPLICATIONS OF INTERAGENCY COOPERATION

Staff members establish a procedure for analyzing the cost benefits and financial implications of cooperative efforts

OVERVIEW

WHAT WILL COOPERATION MEAN TO YOU?



MOUNTAIN VIEW: To meet the needs of children and adults during the summer months, the city and school district have shared expenses for programs. In return for use of the city's nature farm for animal and nature study, the school district provides the city with buses (including gas, oil, maintenance and drivers) to take the children to the farm. The buses are also available for special events and for transportation to ten day-camp sites. Similarly, in off-season time, the buses are available at-cost for programs for senior citizens.

Program managers need to consider the following when reviewing the fiscal implications of interagency cooperation:

1. Fiscal considerations should result from, rather than dictate, priorities and alternatives. Cooperative efforts based on survival lead to divisive politics.

2. It is important to be honest about what you hope to gain, and what you expect from the other agency when planning cooperative ventures. It is also important to follow-up on promises. Manipulating people inevitably leads to withholding of resources.

3. Community interests should have priority over issues of "turf" or exclusive jurisdiction.

4. Community resources are much broader than fixed agency assets. The best cooperative use of agency resources encourages better use of community resources.

"Staff may be able to provide serious information about costs and benefits."

ANALYZING THE FISCAL IMPLICATIONS

A guide to discussion and analysis of local situations follows. These steps enhance the possibility of success in cooperative undertakings; you may wish to add others.

Develop Cooperative Budgeting and Administrative Techniques

One of the chief barriers to interagency cooperation is that agencies do business separately and differently. But many such differences may be compensated for, overcome, or minimized. Here are a few suggestions:

a. Use performance or program budgeting. Then, both agencies will be addressing the same or similar budget items.

b. Consider joint recommendations to governing boards of both agencies.

c. Minimize differences in business transactions and procedures, especially where shared staff are concerned.

d. Whenever possible, share staff to maximize use of available resources.

e. Avoid duplicate program administration. Whenever possible, delegate supervision of a joint activity to one agency or the other.

f. Use joint assessment and evaluation techniques, especially in establishing cost-benefit determinations.

g. Provide for communication among agency staff responsible for fiscal managment.

SAN JUAN UNIFIED SCHOOL DISTRICT, MISSION OAKS RECREATION AND PARK DISTRICT: Both agencies share salary and program planning responsibilities in conducting a noon-recess/after school activities program for high school children. The school district pays the salary for the jointly-hired recreation leader to conduct the noon program, and the recreation department pays the person's salary for the after-school program. Thus, both agencies pay only half of a salary, but benefit from two coordinated programs for their mutual constituents.

FIGURE 7

EXAMPLE:
PROGRAM BUDGET CHECK - LIST

ITEM			RESPONSIBILITY	
			EDUCATION	RECREATION/PARKS
1. Duration of project/program_____				
2. Staffing requirements:				
_____AT	$_____	=$_____	$_____	
_____AT	$_____	=$_____	$_____	
_____AT	$_____	=$_____	$_____	
3. Maintenance:				
_____days at	$_____	=$_____	$_____	
4. Utilities:				
_____days at	$_____	=$_____	$_____	
5. Projected Repair Costs:	$_____	=$_____	$_____	
6. Estimated Total:	$_____	=$_____	$_____	
7. Estimated Savings (total program costs minus agency portion)				
Education:	$_____	- $_____	= $_____	
Recreation:	$_____	- $_____	= $_____	

Prepare Plans for Cooperative Activities

It's a good idea to be open about prospective plans involving interagency cooperation. Plans should be in writing, and information on plans should be available to staff and other interested people. Up to a point, having the most information available before a joint commitment of resources is recommended or made will be better for everyone. Besides giving fiscal data,

budget information, and cost benefits, cooperative plans should contain such features as:

a. Data on assessed needs and interests.

b. Identification of existing duplication to be eliminated.

c. Analysis of costs of independent operation vs. costs of cooperation.

d. A summary of existing cooperative efforts.

e. The effect on community groups.

f. Future possibilities related to present plans.

Establish a Common Ground for Fiscal Planning

Mutual benefits and needs should be explored before either agency presents strategies or plans. A common practice is to set up a joint staff committee, charged with developing joint recommendations to agency boards or directors.

Care should be taken to ensure that:

a. Staff and community involvement is encouraged.

b. Data on needs assessment are shared.

c. A joint review of community needs, programs, and resources is conducted.

d. The group concentrates on items of joint priority.

e. Vital fiscal information is shared.

Marshal Resources Needed for Agreed-on Cooperative Activities

It is quite possible that when resources for joint projects are shared, more resources will become available than if the two agencies try separately to obtain resources for similar activities. The social chemistry is different when the two agencies jointly accept responsibility to meet a given community need, and then treat existing resources as cooperative. This practice is in sharp contrast with that of administrators who agree to cooperate in order that "I can meet my responsibilities to administer my program" in a more effective manner.

Many possible resources are the domain of either agency, but can be marshalled to a common cause for community improvement. Community organizations such as 4-H are examples of such outside resources. Outside funding is more possible through cooperative efforts.

> FOLSOM: To develop a community fitness trail, the school district provided the land and on-going maintenance, the recreation department of the city did the heavy equipment work to prepare the land, local contractors supplied other building equipment, the Folsom Lions Club applied for a neighborhood improvement grant (through Sacramento County), the Neighborhood Youth Corps provided labor for

construction, and the J.C. Penney Company provided signs for the trail. Thus, the school district benefited by having an additional physical education facility and the city benefited by having an additional recreational area.

A joint volunteer program may be valuable to the cooperative program. Many teacher aides also volunteer their time in recreation programs. A resource pool may be developed for training these individuals to work in the cooperative venture.

Be Aware of Barriers to Cooperation as Well as Opportunities

Lack of surplus or available resources is not necessarily a barrier to sharing and cooperation. Rather, it may be one of the most telling arguments for cooperation. But there are real barriers. For example:

a. Up-front costs often have priority over long-term savings;

b. Insurance restrictions and liability problems frighten some administrators;

c. Competition for scarce resources and clients creates a climate of distrust;

d. Differing agency priorities for use of resources cause misunderstandings;

e. Conflicting state, federal, and local regulations and policies create frustrations;

f. Personal detachment from shared goals or responsibilities hampers effectiveness; and

g. Organizational patterns of program planning and budgeting differ.

Identify Common Priorities for Existing and Needed Resources

Cooperation often occurs spontaneously when a local recreation director and school superintendent agree to jointly build, maintain, or use an expensive facility such as a swimming pool. Less obvious opportunities for sharing will emerge when joint staff planning committees are brought together.

For example, there are recreational activities which are also educational and could be programmed during the school period. One such program might be to train individuals to qualify for maintenance positions. The program could consist of classroom teaching and actual "hands-on" work experience. While the students were learning a skill, they could also be assisting in maintaining park and school grounds. This type of joint venture could be of benefit to both parties financially.

HAYWARD: One of the schools in a low-income area of South Hayward lacked funds and staff to develop or use surrounding land for recreation purposes. Community members in that neighborhood expressed the need for more recreational activities. To meet that need, the City of Hayward contributed CETA money to the Hayward Special Recreation District, which in turn hired staff for an activities program to be conducted on school grounds. Thus, a three-way cooperative agreement enabled the community agencies to meet the community needs.

Consider Risk Management, Self Insurance, and Insurance Pooling

Insurance and liability problems often form a major barrier to cooperative efforts. Some options in addition to purchasing a traditional insurance policy, are self insurance and insurance pooling. (Traditionally, agencies agree to "hold harmless" clauses in joint powers agreements.)

Self insurance is an alternative for paying monthly premiums. It is generally used for risks of lesser frequency or severity. Agencies rarely retain the entire risk through self insurance. In most cases, premiums for the low risk liability coverage which an agency would generally pay to a private insurance agency are instead paid into a reserve fund. Excess insurance is purchased from a private carrier to cover higher risk losses.

The Education Code states that only districts with an ADA of 50,000 or more may self-insure. Some of the disadvantages of self-insuring are that losses can occur before the reserve fund is sufficiently large to cover them, or can occur one right after the other, and quickly deplete the fund. The size of the jurisdictions will have much to do with whether an insurance policy or one of the alternatives is in order.

Joint pooling is an agreement between agencies in which two or more agencies share responsibility for self insurance, excess insurance premiums, and responsibility for losses. The benefits of a pooling arrangement are that a larger self insuring reserve fund can be maintained, and both agencies will be equally concerned with and responsible for losses. Similarly, communication lines, being a must for the risk manager, will be kept open, enhancing the cooperative effort.

Risk management is a tool used by agencies to be aware of, to identify, and to attempt to control risk of losses to which the agency is exposed. Most risk management manuals stress that one administrator should be assigned the responsibility and control for risk management. For cooperative arrangements, an Executive Safety Council might be formed from agency heads to review loss exposure, cost analysis data, and to evaluate accident prevention efforts. This council might then assign responsibility to one administrator from each agency for implementing the risk management policy.

(This information is condensed from a longer report on insurance for cooperative ventures which will be published in the December issue of California Parks and Recreation - the CPRS magazine.)

FIGURE 8

POTENTIAL FOR FISCAL COOPERATION

This is a partial list of cooperative arrangements or projects which eliminate duplication, make better use of resources, or provide services otherwise not available.

SHARING CAPITOL RESOURCES	SAMPLE USES
Undeveloped public land	Outdoor and environmental education
	Community gardens
	People's parks
Vehicles, trucks, tractors	Joint use
	Joint maintenance
Acquisition of land	Shared space for parks and school,
Existing facilities	playgrounds, stadiums, field houses,
Construction	pools, theaters, activity rooms, game courts, playing fields, rest-rooms, office space for joint activities

SHARING EXPENSES	SAMPLE PURPOSES
Maintenance	Groundskeepers, custodians, maintenance supervisors, playground supervisors
Fixed costs	Insurance

SHARING PROGRAMS	SAMPLE OFFERINGS
Summer	Outdoor and environmental education
	Youth community service volunteers
	Summer school
Sports	Intramural activities; aquatics
Arts	Theater, bands, art
Vocational	Secondary and adult school projects
Adult Education	Forums and lectures
	Fitness
	Avocational

SHARING OUTSIDE RESOURCES*	SAMPLE GROUPS
Volunteers and partners	Parents
	Community organizations
	Retired persons - youth
	Disabled persons
	Other public agencies
Grants	Private business and industry
	Non-profit agencies
	Foundations
	Federal programs
	State programs

*See Appendix D for a more complete listing

CHAPTER IV

EVALUATION

Agencies agree on a method for evaluating the cooperative program.

OVERVIEW

Evaluation is important to continuation and improvement of cooperative recreation/park and education ventures. A systematic evaluation process directs itself to the outcomes of the cooperative program and to the procedures by which the program is implemented. The data generated by the evaluation will provide answers and insights to questions of effectiveness, applicability, and relevance to the goals of the effort.

EVALUATING THE COOPERATIVE PROGRAM

> THE COOPERATIVE PROGRAM MUST PRODUCE RESULTS. THE RESULTS MUST BE MEASURED AND COMMUNICATED TO ALL THOSE WHO HAVE A STAKE IN THE EFFORT---EVEN THOSE WHO DON'T KNOW THEY HAVE A STAKE. IT IS FINALLY THE CITIZENS/TAXPAYERS WHO MUST BE SATISFIED IF THE COOPERATIVE EFFORT IS TO BE SUCCESSFUL.

The results of a survey conducted by the Committee for Recreation/Education Cooperation (Feb. - April, 1979) show that very few administrators use any form of cooperative evaluation for jointly sponsored programs. Those who do said cooperative evaluations were conducted informally between the two administrators.

LAWNDALE: Cooperative programs are evaluated informally, and the process is ongoing. The Summer Program is evaluated after the ten-week session in late August.

NORWALK: The Southeast Recreation and Park District maintains on-going evaluation of cooperative programs with all schools providing services cooperatively to the community. The evaluation is informal, and conducted as the need arises. The principals and recreation specialist are responsible for maintaining contact and sharing information about program effectiveness.

> EVALUATION IS A MUST IF PROGRAMS ARE TO BE IMPROVED AND RESULTS MADE KNOWN

The following list suggests an evaluation process. The questions serve as guides to categories (see figure 9) which should be adapted to local situations.

- Is the effort meeting community needs?
- Is the effort meeting agency needs?
- Is the program effective in terms of organization, administration, and content?
- Does the cooperative effort provide for the most efficient use of human, physical, and financial resources?
- Should the effort be continued, expanded, or modified?

Costs (Efficiency and Effectiveness)

The evaluation should not be used only as a measure of cost efficiency. It should consider the positive as well as negative aspects of the program; it should consider effectiveness as well as efficiency; and it should address all of the program, including finances.

Community Needs

The basis for an evaluation should be the assessment of agency and community needs. From this assessment, the evaluation should consider the progress of the cooperative effort toward the goals stated at the onset of the effort, and the extent to which the program has met these goals. Next, the evaluation should consider the organization of the program, and should comment on the administration of the effort. Are adequate avenues for public and agency contributions and communications provided? Is responsibility for administration identified, and does the authority for implementation match this responsibility?

Other Resources

A third area of evaluation is to be found in the use of resources. The essential question in this category asks if the cooperative effort and the surrounding organization has been self-limiting. Are there avenues for incorporating human, physical, and financial resources from throughout the participating agencies, or from the resources of other agencies?

Personnel

A companion category of evaluation often considers the effect on personnel. In this subject area, the evaluative mechanism should consider not only the hard data measures of turnover and complaints, but should also attempt to measure employee attitudes. Again, it will be necessary to have baseline measurements collected at the onset to discern shifts.

Community Service

Finally, and perhaps most importantly, you will wish to measure any increase in the level of community service. The level of services provided can be measured in both hard and soft data categories; i.e., increased participation and changes in user perceptions towards the agencies.

Evaluation is a wise idea.

FIGURE 9

SOME QUESTIONS YOU MIGHT ASK

The specific areas of evaluation and the questions to be asked will depend on the goals, organization, and outcome of each individual agreement. In all likelihood, each evaluation will be different. The following outline, which is a modification of information prepared by the National Joint Steering Committee, provides items and categories typical of most cooperative efforts.

Community Input

Is the cooperative agreement relevant to the particular community?

Are citizens advisory councils representative of the total community?

Has consideration been given to involving community members and personnel of private and commercial agencies, as well as staff of the leisure service agency?

Have effective public relations and communication procedures been devised?

Is there a valid, reliable, procedure for community feedback?

Community Service

Does the planned program reflect the current community interests and trends?

Have the evaluation procedures been developed to measure the effectiveness of the various learning and leisure activities, and the total program?

Have the number and variety of program offerings increased?

What is the status of progress toward goals identified at the onset of the cooperative effort?

Have services substantially increased for under-served populations?

Has there been a decrease in general community problems such as youth crime, vandalism, and littering?

Has the number of program users increased?

Has the perception of service users changed toward the recreation/park and education agencies?

Figure 9 (continued)

Organization

Is the cooperative organizational structure functional under the current recreation/park and school structure?

Does sufficient leadership exist to implement the commitments of the cooperative program?

Is the administrative structure adapted for the community education and recreation/park program practical and functional in the community?

Are the recreation/park director and the community education director (or other school personnel) working well together? If not, what administrative aspects need to be altered?

Is the basic agreement effective? Is it in need of an amendment? If so, is there a vehicle for amending the agreement?

Resources

Have community resources been used effectively?

Have direct costs increased? Have they decreased?

Have user complaints increased? Have they decreased?

What is the range of cooperative efforts - facilities, programs, personnel, maintenance, training, joint financing?

Personnel

Have citizens advisory councils made contributions regarding personnel procedures?

Are the personnel positions based on assessment of needs and interests in the community?

Has there been a substantial increase in complaints received from employees?

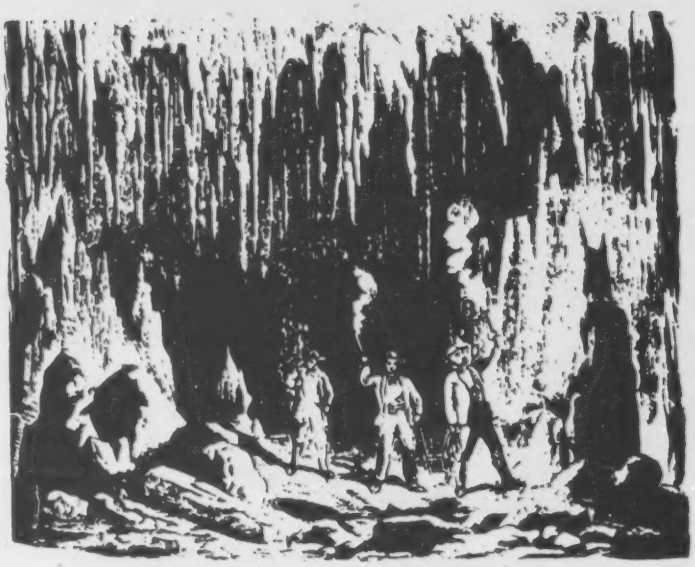
Have there been any increases or decreases in employee turnover?

How have the attitudes of administrators and staff changed?

How to Evaluate

The design of the mechanism used to evaluate the cooperative effort should be considered at the onset of the effort, not deferred until later stages. This early evaluation plan will provide a greater opportunity for ongoing monitoring, and will allow for corrections to be made during the progress of the effort.

An important point to consider will be who should do the evaluation. Several alternatives are possible. The participating agencies may designate one or more persons from each agency to prepare the evaluation together. Each agency may wish to evaluate the effort separately, thereby focusing on the effects of the effort on their particular goals. A third (and perhaps more desirable) alternative would be to select a committee (workable in terms of numbers) of members from the participating agencies' governing authorities, professional staff, and community constituencies to undertake the evaluation.



Evaluate all avenues for new paths and pitfalls

FIGURE 10

REMINDERS

Cooperation begins with motivation.
Why are we cooperating? What's in it for us? What's in it for the others?

Cooperation requires authorization.
Who says we can? Who says we should? Is anyone saying we should not, or cannot?

Cooperation requires common goals.
What are we supposed to achieve? Are specific objectives defined in terms all parties fully understand? Are the criteria for success spelled out in language all parties understand?

Cooperation requires agreement on tasks.
What - precisely - must we do to achieve our goal?

Cooperation requires division of labor.
Who is responsible for each part of each task?

Cooperation requires achievement of sub-goals.
What are our short-term goals, and how will we know when they have been accomplished?

Cooperation is not a perfectly smooth path.
What is the likelihood that we can overcome disagreements and disputes? How will we deal with conflict?

Cooperation requires respect for others.
What are the problems faced by our partners? What are their strengths? What are their weaknesses?

Cooperation demands effective communication.
Do we know how to talk with each other?

Cooperation must produce results to be successful.
Eventually, the efforts at cooperation must pay off. If the goals have been set unrealistically high, the efforts will be doomed to failure. If they have been set too low, the constituency will reject the effort.

The results must be communicated to all those with a stake in the effort--even those who don't know they have a stake. It is finally the citizens/taxpayers who must be satisfied if cooperative efforts are to produce the desired results.

* Courtesy of Dr. Lee Nichols, California State University, Sacramento

APPENDIX A

LEGAL CODES FOR COOPERATIVE PROGRAMS

APPENDIX A-1

EDUCATION CODE

Sections 82541 - 82546	(Affecting community colleges)
Sections 10900 - 10915	(Affecting joint use; Community Recreation Enabling Law)
Sections 40040 - 40057	(Affecting use of school property: Civic Center Act)
Sections 39030 - 39032	(Affecting the sale of surplus properties; schools must first offer their surplus properties to park and recreation agencies; it is possible for them to be sold at less than fair market value.)
Sections 35275	(Requiring the governing boards of school districts to meet with appropriate local government authorities to review all possible methods of coordinating, planning, design, and construction.)
Sections 39330 - 39333	(Affecting the leasing of equipment and surplus property).
Sections 39360 - 39363	(Affecting the sale or lease of real property)
Sections 39470 - 39473	(Affecting joint use through lease agreements)
Sections 39480 - 39484	(Affecting the exchange of real property)
Sections 39500 - 39503	(Affecting the sale or lease of property by a district to other public agencies)
Sections 15709, 16020, 35273, 35832, 39601, 72303, 81601	(Affecting insurance)

APPENDIX A-2

GOVERNMENT CODE SECTIONS 6500 - 6513

6500. As used in this article, "public agency" includes the Federal Government or any federal department or agency, this state, an adjoining state or any state department or agency, a county, city, public corporation, or public district of this State or an adjoining state.

6501. This article does not authorize any state officer, board, commission, department, or other state agency or institution to make any agreement without the approval of the Department of Finance or the Director of Finance if such approval is required by law.

6502. If authorized by their legislative or other governing bodies, two or more public agencies by agreement may jointly exercise any power common to the contracting parties, even though one or more of the contracting agencies may be located outside this State.

6503. The agreements shall state the purpose of the agreement or the power to be exercised. They shall provide for the method by which the purpose will be accomplished or the manner in which the power will be exercised.

6504. The parties to the agreement may provide that (a) contributions from the treasuries may be made for the purpose set forth in the agreement, (b) payments of public funds may be made to defray the cost of such purpose, (c) advances of public funds may be made for the purpose set forth in the agreement, such advances to be repaid as provided in said agreement, or (d) personnel, equipment or property of one or more of the parties to the agreement may be used in lieu of other contributions or advances. The funds may be paid to and disbursed by the agency or entity agreed upon.

6505. The agreement shall provide for strict accountability of all funds and report of all receipts and disbursements.

6506. The agency or entity provided by the agreement to administer or execute the agreement may be one or more of the parties to the agreement or a commission or board constituted pursuant to the agreement or a person, firm, or corporation designated in the agreement. One or more of the parties may agree to provide all or a portion of the services to the other parties in the manner provided in the agreement. The parties may provide for the mutual exchange of services without payment of any consideration other than such services.

6507. For the purposes of this article, the agency is a public entity separate from the parties to the agreement.

6508. The agency shall possess the common power specified in the agreement and may exercise it in the manner or according to the method provided in the agreement. If the agency is not one or more of the parties to the agreement but is a public entity, commission, or board constituted pursuant to the agreement, and such agency is authorized, in its own name, to do any or all of

the following: to make and enter contracts, or to employ agents and employees, or to acquire, construct, manage, maintain or operate any buildings, works or improvements, or to acquire, hold or dispose of property or to incur debts, liabilities or obligations which do not constitute the debt, liability or obligation of any of the parties to the agreement, said agency shall have the power to sue and be sued in its own name.

6509. Such power is subject to the restrictions upon the manner of exercising the power of one of the contracting parties, which party shall be designated by the agreement.

6510. The agreement may be continued for a definite term or until rescinded or terminated. The agreement may provide for the method by which it may be rescinded or terminated by any party.

6511. The agreement shall provide for the disposition, division, or distribution of any property acquired as the result of the joint exercise of powers.

6512. The agreement shall provide that after the completion of its purpose, any surplus money on hand shall be returned in proportion to the contributions made.

6512.1. If the purpose set forth in the agreement is the acquisition, construction or operation of a revenue-producing facility, the agreement may provide (a) for the repayment or return to the parties of all or any part of any contributions, payments or advances made by the parties pursuant to Section 6504 and (b) for payment to the parties of any sum or sums derived from the revenues of said facilities. Payments, repayments or returns pursuant to this section shall be made at the time and in the manner specified in the agreement and may be made at any time on or prior to the rescission or termination of the agreement or the completion of the purpose of the agreement.

6513. All of the privileges and immunities from liability, exemptions from laws, ordinances and rules, all pension, relief, disabiltiy, workmen's compensation, and other benefits which apply to the activity of officers, agents or employees of any such public agency when performing their respective functions within the territorial limits of their respective public agencies, shall apply to them to the same degree and extent while engaged in the performance of any of their functions and duties extraterritorially under the provisions of this article.

APPENDIX A-3

PUBLIC RESOURCES CODE
SECTIONS PERTAINING TO RECREATION/PARK AND EDUCATION COOPERATION

Cities and Counties

5161 - Property sale or exchange

Community Recreation

5780.5 - Definition of recreation and park districts
541 - Community recreation agencies, program development

Departments

500, 5001.1 - Parks and Recreation

Districts

5780 - Recreation and park districts
5500 - Regional park, park and open space, and open space districts
5621 - Urban open space and recreation programs
21082 - Environmental impact reports, negative declarations, proposed projects
5350 - Municipal park improvement districts, bonds

Education

5541 - Regional park, park and open space, and open space districts and programs

Environmental Education

513.1 - Parks and recreation department, use of space by schools

Grants

5098.1 - Park and recreation revolving accounts, federal grants
5620 - Urban Open Space and Recreation Program Act

High School or Secondary Schools

5010.2 - State parks, outings or field trips, fees and charges

Improvements

5350 - Municipal park improvement district bonds

Insurance

5012.1 - Parks and recreation department, protection against loss or expenses

Interest

5784.22 - Recreation and park districts, indebtedness

Leases

5060 - Recreation areas, contracts

Local Agencies

5099.3 - Outdoor recreation resources
5071.5 - Recreation trails, plan preparation
5099 et. seq. - Outdoor recreation resources

Managers and Management

5098.3 - Park and recreation revolving account
5549 - Regional parks and open space, open space districts

Munincipal Park Improvement District Bonds

5350 et. seq.

Open Space Districts

5500 et. seq. - General

Parks

5301 - Procedure, acquisition of land
5302 - Location and jurisdiction, acquisiton of land
5181 - 99 - Board of park commissioners
(Regional parks, parks and open space, open space districts)
5565 - Action, powers - Regional park board of directors
5542.5 - Land Acquisition: best and most necessary - public use, regional parks
5563 - Sale or lease of property, proceeds, disposition, regional parks, open space
5538 - Superintendent appointment

Park and Recreation, Department of

500 et. seq. - General
5054 - Acquisition of property, recreation trails
543 - Assistance, coordination of recreation activities

Recreation and Park Districts

5784.22 - Facilities acquisition, indebtedness

Recreation Trails

5070 et. seq. - General

School Buildings and Grounds

6205 - Surveys, statement of ownership, school section

School Land

6210.9 - Easement or right of way, acquisition
7413 - Fees, sale of lieu lands
7414 - Assignment or sale
7421 - Balance for issuance
7410 - Purchasers, qualifications

APPENDIX B

SAMPLE COOPERATIVE AGREEMENTS

APPENDIX B-1

SAMPLE PHILOSOPHICAL AGREEMENT

MEMORANDUM OF UNDERSTANDING BETWEEN

THE (education agency, agencies)

AND THE (leisure agency, agencies)

****

I. Basic Purpose

Since worthwhile recreational activity contributes to the well-being of individuals, and in turn, to the progress of society, provision of meaningful leisure opportunities can be properly recognized as a governmental service. Consequently, both recreation/park and education agencies have been delegated the responsibility for providing the community with these leisure skills and opportunities.

In order to minimize duplication in the provision of these services, and to maximize potential for quality programs, both agencies are committed to cooperate with one another whenever feasible. This cooperation will include ongoing communication for planning, implementing, and evaluation of cooperative community recreation programs.

II. Mechanism for implementation of specific cooperative ventures.

A. Community Recreation Advisory Committee

1. Membership:
   2 members; school governing board
   2 members; recreation/park agency governing board
   1 member; school administration staff
   1 member; recreation/park administration staff
   1 community member; selected by school governing board
   1 community member; selected by recreation/park governing board.

2. Duties

   a. Review all plans for acquisiton or development of school or park sites.
   b. Make recommendations to agency governing boards for cooperative programs.
   c. Identify and coordinate other public resources. Inform the public of availability of community resources, and encourge support.
   d. Coordinate community resources by promoting:
      1. Greater use and sharing of human talents and resources.
      2. Learning and enrichment opportunities for all ages.
      3. Greater use of educational and community facilities.

4. Improved community, school, and recreation/park relationship.
5. Increased interagency coordination and cooperation.
6. Increased citizen involvement in the learning and leisure decision-making process.

B. DIVISION OF COSTS

1. Before any joint acquisition, development, or program implementation, a cost analysis listing benefits and responsibilities will be reviewed by the joint council. Recommendations will be made by this council to the administrative staffs of both agencies.
2. The administrative staffs will agree on the division of costs, based on a community needs analysis and agency resources.
3. Regular reports evaluating the cooperative effort and its budget will be reviewed by the joint committee.

C. PERSONNEL

1. All personnel hired for joint supervision or programs coordination will be interviewed and chosen by a select committee of staff from the facilities or programs involved. Both agencies will be represented.
2. Decisions will be made by the administrative staff of both agencies about supervisorial responsibilities for cooperatively hired staff persons.

IN WITNESS WHEREAS the parties hereto have caused this MEMORANDUM OF UNDERSTANDING to be executed by their respective duly authorized officers pursuant to the authority granted by the attached resolutions adopted by the (education agency, agencies), and the (leisure agency and agencies).

Signature - Agency governing body	Signature - Agency governing body
Signature - Agency Chief Administrator	Signature - Agency Chief Administrator

ATTEST:

APPENDIX B-2

SAMPLE JOINT USE RESOLUTION

BOARD RESOLUTION FOR JOINT USE OF FACILITIES

Resolution No. _____

A resolution of the (governing body) of
approving the terms and provisions, and
authorizing execution, of an agreement
for joint use of facilities between
and

BE IT RESOLVED BY _____ of _____ that the terms and provisions of an agreement for joint use of facilities between _____ and _____, in the form as submitted by the (City Attorney), are approved and that the (appropriate agency manager) is authorized to execute, and the (appropriate agency clerk) to attest, said agreement of behalf of _____.

PASSED AND ADOPTED this _____ day of _____, _____.

_____
Signature, Chief Agency Admin.

Attest:

_____
Signature, Agency Clerk

I, _____ (Agency clerk) of _____ agency, do hereby certify that the foregoing resolution was duly and regularly passed and adopted by the (governing body) of _____ at its regular meeting held on the _____ day of _____, 19____, by the following vote:

AYES: (names)
NOES: (names)
ABSENT: (names)

_____
Signature, Agency Clerk

APPENDIX B-3

SAMPLE AGREEMENT FOR JOINT USE OF FACILITIES

A G R E E M E N T
FOR JOINT USE OF FACILITIES

AGREEMENT entered into this _____ day of _____, by and between _____ and _____, hereinafter referred to as " " and " ".

W I T N E S S E T H:

WHEREAS, (appropriate legal code) of the State of California authorizes and empowers public school districts and municipalities to cooperate with each other and to that end enter into agreements with each other for the purpose of organizing, promoting and conducting such programs of community recreation and education objectives for children and adults of the state; and

WHEREAS, the and desire to establish a basis for the cooperative use of their respective recreational and educational facilities located in the community;

NOW, THEREFORE, and hereby mutually covenant and agree with each other as follows:

A. Principles

1. The and shall cooperatively plan in the acquisiton, development and maintenance of certain school and recreational areas, facilities and buildings to insure their maximum joint use for the benefits of the residents of .

2. This agreement covers general requirements needed to effectively implement the overall cooperative program for the and . Agreements affecting the joint acquisition, development, use and maintenance of specific and facilities may be accomplished by an agreement executed for each such facility and attached to this document as addenda. Each addendum becomes a part of this agreement and is subject to the general requirements specified here.

3. The administrators and delegated representatives of both the and the shall confer regularly in regard to acquisition, development, use and maintenance of joint-use facilities to insure maximum community use and to avoid duplication.

4. A joint meeting of the (education agency governing body) and the (leisure agency governing body) shall be held as necessary during the term of this agreement to consider matters of mutual concern.

B. Joint Planning

1. The and the shall advise the other regarding its land acquisition and major development plans. The preliminary plans for all new facilities shall be presented to each staff for review and suggestions. It is the policy of the cooperating jurisdictions to acquire adjacent sites wherever appropriate and possible.

2. Each jurisdiction's planning staff may perform minor and short-term planning and design work for the other on an actual cost basis when time permits.

3. Public buildings and facilities for each jurisdiction shall be designed to effectively serve the specific purpose for which constructed. Where practical, they shall also be designed to meet community needs for both leisure-time activities and school programs. Buildings and grounds shall be designed to be compatible with the surrounding environment and with a strong awareness for efficiency of operation, maintenance and aesthetics.

4. The planner and staff or architect may consult on the initial site plan for areas that will be included as addenda to this agreement in order to create and efficient, integrated master site plan.

C. Joint Development

1. Both the and the may agree to jointly develop facilities they deem beneficial to both agencies. Projects recommended for joint development during the next fiscal year should be presented to the (governing body) and (governing body) for approval before (date) of the current fiscal year.

2. The cost of developing such facilities jointly approved by the agencies may be shared, as deemed appropriate and fair to the agencies.

3. Responsibility for preparing design, specifications, and bid forms, for supervision of work, and for maintaining the facility to be jointly developed shall be defined and approved by the agencies before starting the development.

4. Availability of new jointly developed facilities for use shall be determined by the owner agency.

5. Each, with the consent of the other agency, may make such improvements as may be deemed necessary by them for their program.

D. Joint Use

1. The agrees to grant to the , on application, the use of any facility or equipment owned by the , which the may require in connection with its community learning and leisure program, provided that the use of such facility or equipment for community recreation purposes shall not interfere with its use by the for that agency's stated purposes, or constitute a violation of provisions of the California Education Code or Government Code sections.

2. The agrees to grant to the , on application, the use of any facility or equipment owned by the which the may require in connection with its program, providing such use of the facility or equipment will not interfere with its use by the in connection with its stated purposes.

3. The use of facilities and equipment pursuant to this agreement shall be granted subject to existing rules and regulations of the respective owners pertaining to their use. All effort shall be made to insure reasonable conformity in such rules and regulations between respective owners.

4. The (agency manager) and the (agency manager) shall delegate the responsibility for establishing schedules for facilities use to the (appropriate staff) and the (appropriate staff) .

5. The agency using facilities or equipment owned by the other pursuant to this agreement shall furnish qualified personnel deemed necessary by the respective owners for the proper conduct and supervision of the activity.

6. The party using facilities or equipment of the other pursuant to this agreement will repair, or cause to be repaired, or will reimburse the owner for the cost of repairing damage done to said facilities or equipment during the period of such use, other than that attributed to ordinary and reasonable use.

7. The will indemnify and hold harmless the , and its officers, agents, servants and employees, from any and all claims, demands, actions, causes of action, damages or liability for injury to or death of persons, or for damage to property, resulting from or arising out of any act or omission of the or its officers, agents, servants or employees in the use of property or in the exercise of any other right or privilege granted to the by the pursuant to this agreement. The will indemnify and hold harmless the and its officers, agents, servants and employees, from any and all claims, demands, actions, causes of actions, damages or liability for injury to or death of persons, or for damage to property, resulting from or arising out of any act or omission of the or its employees, agents, servants or employees in the use of property or in the exercise of any other right or privilege granted to the by the under or pursuant to this agreement.

E. Maintenance of Facilities Jointly Developed or Used

1. Facilities joint developed shall be adequately maintained to insure proper and safe use, appearance and longevity.

2. Except as may be otherwise specified, the responsibility for the maintenance, repair or renovation of jointly developed facilities shall be the 's responsibility on property, and the 's responsibility on property.

3. Joint maintenance of the same facility should not be practiced except for emergency situations and specialized cases.

F. Terms of Agreement

1. This agreement shall become operative on the date set forth above, and shall continue in effect for a period of twenty (20) years unless previously terminated by either party on ninety (90) days written notice to the other party.

IN WITNESS WHEREOF the parties hereto have executed this agreement as of the date set forth above.

Agency name
By: Title of Governing Board Officer

_____
Signature, governing board officer

Attest:

_____
Secretary, governing board

Agency name
By: Title of Governing Board Officer

_____
Signature, governing board officer

Attest:

_____
Secretary, governing board

APPENDIX B-4

SAMPLE COMMUNITY RECREATION AGREEMENT

"AGREEMENT made and entered into this _____ day of _____, 19__, by and between the Recreation Agency of _____, hereinafter referred to as " ", and the _____ School District, hereinafter referred to as "the District",

WITNESSETH:

WHEREAS, the " " and District hereto desire to enter into a written agreement for conducting a community recreation program.

NOW, THEREFORE, IT IS AGREED AS FOLLOWS:

SECTION 1. This contract is entered into under authority granted by the Joint Exercise of Powers Act (Government Code, Section 6500 et. seq.) and by the Education Code (Sections 10900 - 10915 and 40040 - 40057) of the State of California.

SECTION 2. The purpose of this contract is to provide a coordinated community recreation program in the City, (County, Special District) of _____, administered or coordinated by a single Director-Coordinator, for the mutual benefit of the School District and the " ", with the expenses to be shared as set forth herein.

SECTION 3. Subject to approval of the " ", each of the participating parties shall have the option of including within the program any number of school sites or other recreation sites which are located within the corporate boundaries of the City (County, Special District). The recreation program shall then embrace all of the schools, parks or other recreation sites so included by the respective parties. New schools or other recreation sites may be added to the program or withdrawn prior to the commencement of each new year of this contract; however, the " " may determine the maximum number of schools or sites that may participate.

SECTION 4. The District shall furnish the Director-Coordinator of the program, and shall be the agency which shall administer the agreement. The District shall furnish all other personnel, equipment and supplies for the program in proportion to the number of schools or sites they each include pursuant to Section 3 hereof, and any of the parties hereto may mutually exchange such services without payment of any consideration other than such services, subject to approval ty the " " and accountability as hereinafter set forth.

SECTION 5. " " agrees to pay to the District, as the " " share of the joint recreation program, two-thirds of the cost thereof, but not more than $_____ for each school or other recreation site of each of the parties that is included in the program. The " " may, at its option, prior to the commencement of each new year of this contract, adjust the level of service of the program by increasing or decreasing the maximum amount of its contribution, not to exceed two-thirds of the entire cost of any event; however, the District shall pay or furnish one-third of the cost of the

program relating to those schools or sites that have been included. Further, at any time the " " may, at its option, cause special events or activities that are beyond the scope fo the program to be conducted at any of the sites by paying the entire cost of such events or activities. Such special events, however, shall be administered by the Director-Coordiantor of the program in the same manner set forth in Sections 4, 6, and 7 hereof.

SECTION 6. Each of the parties shall make available for the subject community recreation program such required recreational sites, facilities, and equipment, and shall respectively provide adequate liability insurance therefore; further, the administering agency shall provide to each party certificates or endorsements of insurance which name the subject program as an additional insured.

SECTION 7. The Director-Coordinator of the program, in addition to supervision of the school ground recreation activities under regulation and control of the District, shall also have responsibilities to the several parties hereto, as follows:

1. Meet with and advise the appropriate recreation agency Manager and School District Superintendent or their administrative representatives relative to all matters pertaining to community recreation;

2. Meet with and advise private and unofficial groups within the City concerning recreation programs to the end that all recreational activities will be coordinated to the best likely interests of the community as a whole;

3. Serve as the City Director of Recreation. In such capacity, responsibilities will include: Scheduling of activities at parks; supervision of regular and special City (County, Special District) recreation activities; preparation and submittal of recreation budget recommendations to the Manager; preparation and submittal of park, school and recreation site reports of activities to each of the several parties; handling of public relations for all recreation programs;

4. Represent the " " at regional and area meetings of recreation officials when authorized by the City.

SECTION 8. The Director-Coordinator shall furnish to all parties a combined annual report covering the activities of the program, and strict accountability of all funds, including all receipts and disbursements. To this end, each party shall furnish or make available to the Director-Coordinator such records or information as he may require for the preparation of such report. Any party, with mutual consent of all parties, may from time to time request such other periodical reports as may reasonable be required for the protection, conservation or management of its interests.

SECTION 9. This contract shall commence on the 1st day of _____, _____, and shall continue for a period of one year; this contract shall automatically be renewed from year to year upon the same terms and conditions unless any party hereto shall have served written notice of cancellation upon all other parties at least sixty (60) days in advance of the yearly renewal date.

SECTION 10. In the event there is a surplus of funds, or in the event there is a distribution of assets acquired under the program, the division shall be in the same proportion as the parties have contributed to the program.

SECTION 11. Annually, within the sixty (60) day period in advance of the yearly renewal date and upon receipt of a statement or demand rendered by the District, the " " shall pay in the manner prescribed by law its share of the cost of the joint recreation program as set forth herein, to the District.

For the District

_____

_____

For the City

_____

_____

ATTEST:

_____

City Clerk

APPENDIX C

LIST OF FORMAL AGREEMENTS

APPENDIX C

LIST OF FORMAL AGREEMENTS ON FILE

California Park and Recreation Society Headquarters
1400 K Street, Sacramento, California 95814

I. Facilities Development, Usage

A. Pools

1. City of San Lorenzo/San Lorenzo Unified School District; maintenance and operations.

2. City of Hawthorne/Hawthorne Elementary School District; construction and use.

3. Los Angeles/Los Angeles Unified; construction. City is given extended use of the school pool - fall and spring.

4. Santa Clara/Santa Clara Unified School District; construction and refurbishment.

5. Pacifica/Jefferson High School District; construction.

6. County of Merced/Dos Palos Joint Union High School District and Dos Palos Joint Union Elementary School District; community swimming pool.

7. Los Angeles/Los Angeles City Unified School District; Banning outdoor pool.

8. County of Los Angeles/Los Virgenes Unified School District; development.

9. Alameda/Alameda High School; Alameda swim center.

10. Kern Union High School District/McFarland Park and Recreation District, McFarland swimming pool.

11. Oakland Parks and Recreation/Oakland Unified School District; use of community centers and pools.

B. Tennis Courts

1. City of San Lorenzo/San Lorenzo Unified School District.

2. County of Santa Barbara/Santa Barbara High School District.

3. Ventura/Ventura Unified School District; joint use.

4. Jackson/Jackson Unified School District; site prep. 2 tennis courts, fencing.

5. Inyo County/Owens Valley Unified School District; tennis courts, fencing and electrical.

6. Montebello/Montebello Unified School District; tennis court lights, Eastmont School.

7. Placentia/Placentia Unified School District; rehabilitation of 18 tennis courts.

8. Garden Grove/Garden Grove Unified school district; development.

9. Tustin/Tustin Unified School District; development.

10. Yolo County/Yolo County School District; development.

11. San Carlos/San Carlos School District; development.

12. Seaside/Monterey Peninsula Unified School District; development.

13. Tranquillity Irrigation District/Tranquillity Unified School District; lights.

14. Ebbetts Pass Veterans Memorial District/Vallecito Union School District, Murphy's; tennis courts.

15. City of San Joaquin/Office of the San Joaquin County Superintendent of Schools; tennis court lighting, picnic area, paths, turf.

16. City of Woodlake/Woodlake Union School District; tennis courts.

17. City of Shafter/Richland Elementary School District; tennis courts.

18. County of Madera/North Fork Union Elementary School District; tennis courts

19. Covina/Charter Oak Unified School District/Covina U.S.D.; lighting of tennis courts.

20. San Gabriel/San Gabriel Elementary School District; development.

21. Anaheim/Anaheim Union High School District; development and use.

C. Gyms/Auditoriums

1. San Gabriel Parks and Recreation Department/San Gabriel Elementary School District; construction.

2. Yreka/Yreka Union High School District; joint use.

3. Woodland/Woodland Joint Unified School District; lease.

4. Anaheim/Anaheim Union High School District; development.

5. Albany/Albany Middle School; city owns land for park; school facilities such as gym will be integrated with park and operated by city after hours.

6. Anaheim/Anaheim Union High School District; joint financing and construction of two multi-purpose gymnasiums.

D. General Joint Use Agreements

1. Montebello/Montebello Unified School District.

2. Huntington Beach/Ocean View Elementary School District.

3. La Mesa/Grossmont Union High School District

4. La Mesa/Lemon Grove School District.

5. Burbank/Burbank Unified School District.

6. La Puente/Rowland Unified/Hacienda - La Puente Unified School District.

7. Pacifica/Laguna Salada Union Elementary School District and Jefferson High School District.

8. Lawndale/Lawndale Elementary School District.

9. Westminster/Huntington Beach Union High School District; development.

10. Redding/Enterprise School District.

11. Garden Grove/Garden Grove Unified School District

12. Tustin/Tustin Unified School District; development.

13. City of Hughson/Hughson Youth Services Incorporated/Hughson Elementary School District; baseball facility.

14. Cameron Park Comm. Ser. Dist, Buckeye Union School District; site prep. Irrigation, ball fields, track area.

15. City of Manhattan Beach/Manhattan Beach City School District; development of Polliwog Park, next to La Marina School.

16. Southeast Recreation and Park District/Norwalk-La Mirada Unified School District; development of Romona Park.

17. Hawaiian Gardens/ABC Unified School District; development of two baseball diamonds and multi-purpose field.

18. Lynwood/Lynwood Unified School District; development of 5.25 acres next to Lindbergh School.

19. Whittier/Whittier Elementary School District; Franklin School Park.

20. Los Alamitos/Anaheim Union High School District; development of ball diamond.

21. El Cajon/Cajon Valley Union School District; children's play areas at school sites.

22. Sacramento/Sacramento City Unified School District; construction.

23. East Yolo Community Service District/Yolo County School District; playfield development.

24. Santa Clara/West Valley Community College District; play fields, equipment.

25. Ladera Recreation District/Las Lomitas School District; expansion of play fields.

26. Marina/Monterey Peninsula Unified School District; rehabilitation of ball fields.

27. Riverside/Alvord Unified School District; ball field.

28. County of Calaveras/Calaveras Unified School District; lights for ball fields.

29. North Bakersfield Recreation and Park District/Fruitvale Elementary School District, Greenacres; tennis courts, baseball fields.

30. County of Mariposa/Mariposa County Unified School District, Mariposa; athletic fields.

31. Rosedale Union Elementary School District/North Bakersfield Recreation and Park District, Rosedale; turf and irrigation.

32. Ridgecrest/Sierra Sands Unified School District, Ridgecrest; race track.

33. Exeter/Exeter Union School District; tennis courts, handball and renovation baseball fields.

34. Taft/West Kern College District/Westside Park and Recreation District; barbeques, picnic area, volleyball, horsehoe, tot lot.

35. County of Calaveras/Calaveras Unified School District; softball, multi-purpose court, irrigation, landscaping.

36. Temple City/Temple City Unified School District; athletic fields.

37. Yucca Valley Park and Recreation District/Morongo Unified School District; park.

38. Barstow/Barstow Community College; field lighting.

39. Rialto/Rialto Unified School District; park lighting.

40. County of Los Angeles/Baldwin Park Unified School district; field rehabilitation.

41. El Monte/Norwood School; lighting softball fields.

42. Monrovia/Monrovia Unified School District; tot lots, picnic facilities, ballfield lighting.

43. Sierra Madre/Pasadena Unified School District; school/community field developement.

44. Santa Barbara/Santa Barbara High School District; multi-purpose field, soccer field, lighting, tennis courts.

45. Arcade Creek Recreation and Park District/Rio Linda Union Elementary School District; development.

46. Sacramento/North Sacramento School District; landscaping and automatic irrigation.

47. Oakland Park and Recreation/Oakland Unified School District; maintenance, and working agreement between Board of Education and Board of Playground Directors for use of school property and facilities by the recreation deapartment.

48. Anaheim/Orange Unified School District; construction and operation of a park.

49. Anaheim/Savannah School District.

II. JOINT PROGRAMS

A. General Community Recreation

1. San Leando/San Leandro Unified School District.

2. Temple City/Temple City Unified School District.

3. Azusa/County of Los Angeles.

4. Glendora/Glendora Unified School District.

5. LaVerne/Bonita Unified School District.

6. Whittier/Whittier Union High School District.

7. San Dimas/Bonita Unified School District.

8. San Marino/San Marino Unified School District.

9. Huntington Beach/Huntington Union High School District.

10. Salinas/Salinas Union High School District, Adult Division; English on Wheels program, city community center.

11. Madera/Madera Unified School District.

12. Belmont/Belmont School District.

13. Sacramento/Sacramento Unified School District.

B. Summer Programs

1. Arcadia/Arcadia Unified school district.

2. Orange/Orange Unified School District.

3. Belmont/Belmont School District.

4. Corte Madera/Larkspur Elementary School District.

5. Mountain View/Whisman School District.

6. Los Altos/Los Altos School District.

7. Garden Grove/Garden Grove Unified School District.

8. Davis/Davis Unified School District.

9. Santa Clara/Santa Clara Unified School District.

III. JOINT AGENCY COMMITTEES

A. Gilroy/Gavilan College; coordinating committee.

B. Bakersfield/Bakersfield Unified School District; Community Coordinating Council.

C. Pasadena/Pasadena Unified School District; Youth Sports Council.

D. Calistoga Area Recreation and Park Commission; joint powers agreement with school district, city, and Napa County Fair Association.

E. San Lorenzo/San Lorenzo Unified School District.

F. San Bernardino/San Bernardino Unified School District.

G. Napa/Napa Valley Unified School District.

H. Los Gatos/Saratoga Union Elementary School District and Los Gatos Joint Union School District.

I. Mt. Diablo; Neighborhood Council.

J. Chula Vista/Chula Vista City Elementary School District.

K. Santa Clara/Santa Clara Unified School District.

APPENDIX D

POTENTIAL RESOURCES FOR COOPERATION

APPENDIX D-1

DIRECTORY OF FEDERAL AND STATE EDUCATION PROGRAMS *

Adult Education Grants to States

Advanced Placement

Alcohol Education

American Indian Early Childhood Education

American Indian Education Act

American Indian Education Centers

Arts Education

Bilingual Education

Bilingual Education ESEA, Title VII

Bilingual Teacher Corps

California Youth Authority Assessment and Approval of Graduates

Career Education

Career Guidance - Pupil Personnel Services

Child Care Food Program

Child Care Services

Clearinghouse Depository for Handicapped Students

Commodity Distribution Program

Community Education

Continuation Education

Correspondence Course Approval

Curriculum Frameworks

Demonstration Programs in Intensive Instruction in Reading and Mathematics

* Excerpted from the California Public School Directory. Sacramento: Bureau of Publication, State Department of Education, 1978.

Desegregation of Public Education

Development Centers for Handicapped Minors

Driver training

Drug Education

Early Childhood Education

Education for All Handicapped Children Act - 1975 (Public Law 94-142)

Educational Innovation and Support (Public Law 93-380, Title IV-C)

Educational Technology and Instructional Television

Educationally Deprived Children in Local Educational Agencies

Educationally Deprived Children in State-Administered Institutions
Serving Neglected or Delinquent Children

Educationally Deprived Migrant Children

Educationally Disadvantaged Youth Program

Educationally Handicapped Minor Program

Elementary Curriculum-Social Sciences

English Language Arts

Environmental-Energy Education

Follow-Through Technical Assistance

Genetic Diseases and Disorders

Gifted and Talented Education

Gifted and Talented Education - Federal Project
Development of Teaching Competencies - Gifted and Talented

Health Education and Health Services

Improvement of Pupil Personnel Services

Indochinese Refugee Children Assistance Program

Instructional Materials Adoption and Distribution

Instructional Services and Transcripts

LAU-SEA unit

Libraries and Learning Resources (ESEA, Title IV-B)

Library Sources: California Library Services Act

Library Sources: Library Services and Construction Act

Mathematics/Metrics Education

Miller-Unruh Basic Reading Act of 1965

National School Lunch Program

New Careers in Education Act

Nonfood Assistance Programs

Nutrition Education Project

October Report

Physical Education, Athletics, and School Recreation

Physically Exceptional Children

Preschool Education Programs

Private Schooling for Handicapped Children: Sedgwick Act

Professional Development Centers

Regional Occupational Centers or Programs

Right to Read

School Assistance in Federally Affected Areas: Construction

School Assistance in Federally Affected Areas: Maintenance and Operation

School Breakfast Program

School Improvement Programs (A. B. 65)

Science Education

Southwestern Region Deaf-Blind Center

Special Education Programs for the Mentally Retarded

Special Education Transportation Allowance

Special Milk Program for Children

Special Schools for Handicapped Pupils

Special Student Concerns Project

State Facilitator - National Diffusion Network
National Exemplary Programs Service

State Meal Program

State School Building Aid Program

Summer Food Service Program for Children

Summer School Approvals

Surplus Property Use

Teacher Corps

Traffic Safety Education

Transportation Allowance

U.S. Forest Reserve Fund for Education

Venereal Disease Education Special Project

Veterans Training, School Approvals, Correspondence Permits, and GED
(General Educational Development) Centers

Vocational Education

Year-Round Education Project

APPENDIX D-2

PARK, RECREATION, AND HISTORIC FINANCIAL ASSISTANCE PROGRAMS
(Partial List, February 1979)

State Programs

1974 State Grant Program (Z'berg-Collier Park Bond Act)

1976 State Grant Program (Nejedly-Hart Park Bond Act)

Urban Open Space and Recreation Grant Program (SB 174)

Off-Highway Vehicle Grants Program

Navigation and Ocean Development Financial Aid to Counties

Navigation and Ocean Development Loans and Grants

Bicycle Lane Account (SB 244-1976)

Environmental Education Grant Program

Wildlife Conservation Act of 1947

Sale tax on gasoline fund (SB 325.821)

Davis-Grunsky Act

Federal Programs

Land and Water Conservation Fund

Disposal of surplus federal land-federal real property grants

National Historic Preservation Act of 1966

Housing and Community Development Act of 1974

701 Comprehensive Planning Assistance Grant; Housing Act of 1954

"701" Planning Grant; Urban Planning Assistance

Bicycle transportation and pedestrian walkways

Recreation and Public Purposes Act

Public domain grants for Historic Monuments Act of 1926; PL69-386 with amendments

Small Watershed Act;

Older Americans Act of 1965, as amended; Title III

Older Americans Act of 1965, as amended; Title IV

Older Amercians Act of 1965, as amended; Title V

Older Americans Act of 1965, as amended; Title VII

Public Works and Development Act of 1965

Community Action Program; Economic Opportunity Act of 1964; PL88-452

N.E.S. Grants for the Arts

Urban Park & Recreation Recovery Act of 1976

Summary of Grant Programs
Administered by the Department of Parks and Recreation

Land and Water Conservation Fund

National Historic Preservation Act of 1966

Off-Highway Vehicle Grants Program

1974 State Grant Program (Z'berg-Collier Park Bond Act)

1976 State Grant Program (Nejedly-Hart Park Bond Act)

Urban Open Space and Recreation Grant Program (SB-174)

APPENDIX D-3

FUNDING SOURCES FOR COOPERATIVE VENTURES

At this time there is no funding source which is specifically geared to cooperative efforts. However, creative thinking can lead you to many resources. The following list may stimulate your ideas:

Land and Water Conservation Fund

As specifically stated in the Bureau of Outdoor Recreation Manual, Grants-in-Aid Series, it is the policy of the Heritage Conservation and Recreation Service to encourage the use of Land and Water Conservation Fund money to help finance playgrounds and outdoor recreation facilities on public school grounds for joint school/general public use. Such facilities must not, however, be part of the normal and usual program and responsibility of educational facilities, and must otherwise meet requirements for a grant under the fund program. Two special requirements call for: 1. Submittal of a formal joint use agreement with the grant application, including a time schedule showing when the facility will be opened to the general public, and 2. Posting of signs before final payment of the project, telling the public when it may use the facility.

Community Education Act of 1978

Defines community education as a program in which a public building is used by a local educational agency as a community center to provide educational, recreation, health care, cultural, and other services, in conjunction with other agencies and groups. This act makes grants to state educational agencies to pay the federal share of the cost of planning, establishing, expanding, and operating community education programs.

Urban Park and Recreation Recovery Program of 1978

This legislation, signed by President Carter November 10, 1978, creates a program under the Secretary of the Interior to revitalize urban recreation systems. It provides matching capital grants directly to local governments for rehabilitation of deteriorated recreation systems in distressed urban areas. Although the monies may not go directly to school districts, they may be granted to local recreational jurisdictions which have signed the proper agreements with the local school district, in order to rehabilitate school/park facilities that will be used by the public as well as the school. It also provides limited funds (10%) for "innovative grants" to demonstrate innovative and cost-effective ways to augment recreation service programs in urban neighborhoods, and to develop local action programs (plans) for overall system revitalization and maintenance. This 10% could be used for salaries, equipment, supplies, or services.
(Guidelines for the program may be obtained from the Regional Director, Heritage Conservation and Recreation Service, 450 Golden Gate Avenue, San Francisco, California 94102 (415) 556-8360.)

California State Senate Bill 174 - Roberti - Z'berg Grants

This bill, if it passes, will provide funds to continue the Roberti-Z'Berg Urban Open Space and Recreation Programs. The bill would grant monies for acquisition and development of park lands and facilities as well as some funding for operation and maintenance. This program has been extremely successful in its first three years, and has become a model for those advocating progressive recreation programs and attractive open spaces in urban areas. It is an exceptional grant program, in that it is easy to apply for, and is flexible to local need. As with the Federal Urban Recovery Program, grants may not go directly to school districts, but may be used for acquisition and development of joint school/community park lands or facilities. Jurisdictions must comply with the California Environmental Quality Act before funds can be granted.

Summer Youth Recreation Program

This federal grant program, administered through the Community Service Administration, is targeted for disadvantaged youths. The principal recipients of the grant are local community action agencies, who may contract with park and recreation agencies for actual delivery of services. In this way, a cooperative agreement with the schools for use of facilities in conducting the program would be possible. However, implementation of the grants through contracts with recreation agencies is expected to be cumbersome in many local communities. Regulations for summer, 1979, will be included soon in the Federal Register.

Environmental License Plate Fund

The Environmental Protection Program provides money from the Environmental License Plate Fund for Environmental Education and public awareness programs. For specific classroom environmental education programs, the State Department of Education is allocated a percentage of the fund which is then awarded in the form of grants to local school agencies. Additionally funds are made available through the California Resources Agency to State and local agencies for projects which provide for the protection and preservation of California's environment, including environmental education. In any case, recreation/park and education agencies may cooperatively prepare plans and submit an application for a grant from this fund.

Private Foundations

Generally, foundations do not allocate funds to projects which are under public agency jurisdiction. However, careful research at Foundation Center Libraries can help you to formulate grant proposals which are fundable under some foundation guidelines. For example, several foundations have provided funds for building gymnasiums, tennis courts, and swimming pools. For more information, visit one of the three foundation center libraries in California:

312 Sutter Street
San Francisco, 94108

Edward L. Doheny Mem. Library
Univ. of S. California
Los Angeles, CA 90007

San Diego Public Library
820 E. Street
San Diego, CA 92101

You might also wish to consult the 1978 Guide to California Foundations which is published by the Northern California Foundation Group, Box 5646, San Francisco, California 94101.

Revenue Sharing

Cities and counties are eligible for revenue sharing funds from the Federal Government. A school district or special recreation district could potentially develop a cooperative program with either a city or county, and thus revenue funds would be available for the cooperative program.

Other City or County Contributions

In many California cities, cooperative programs and projects are jointly financed with the help of the city coffers. For example, many high school/community swimming pools were partially or wholly financed with city monies. Similarly, counties are in a position to contribute funds, time or other resources (i.e., CETA positions) to joint programs.

Redevelopment Agencies

In some city redevelopment projects, the revenues which accrue as the land value increases are given by the redevelopment agency to the city, which can then in turn use them for park/school complexes or other cooperative programs.

APPENDIX D-4

SELECTED REFERENCES FOR COOPERATIVE VENTURES

Helpful Materials on Advisory Councils and School/Community Relations

Implementing Career Education Exemplary Practices
available from: State Department of Education, P.O. Box 271, Sacramento, CA 95802, $.65/copy.

Implementing Career Education: Community Involvement
available from: State Department of Education, P.O. Box 271, Sacramento, CA 95802, $.65/copy.

Education for the People: Vol. I: Guidelines for Total Community Participation; Vol. II A Resource Book for School-Community Decision Making; Vol. III: A Handbook for Determining School-Effectiveness; School-Community Participation in Determining School Effectiveness; Introductory volume
available from: State Department of Education, P.O. Box 271, Sacramento, CA 95802, Intro.: $.75, Vol. I: $.75; Vol. II: $1.00; Vol. III: $1.00.

Advisory Committees: A Manual of Operations
available from: San Mateo County Office of Education, 333 Main St., Redwood City, CA 94063, $1.50/copy.

School Community Councils and Advisory Boards: A Monograph for Administrators
available from: San Mateo County Office of Education, 333 Main St., Redwood City, CA 94063, $3.00/copy.

School and Community: Partners in Education; A Way to Determine Needs and Set Goals
available from: Fresno County Department of Education, 2314 Mariposa St., Fresno, CA 93721 (contact for price).

Handbook of Participatory Planning in Education
available from: Palo Alto Unified School District, 25 Churchill Ave., Palo Alto, CA 94306 (contact for price).

Working With Advisory Committees...Promising Practices ACSA Operations Notebook 16
available from: Association of California School Administrators, 1575 Old Bayshore Rd. Burlingame, CA 94010,
$2/copy, members; $4/copy, non-members.

School-Community Planning for Competency Requirements: First Steps Toward Implementing AB 3408
available at cost from: Alameda County School Department, Instructional Services Division, 685 A St., Hayward, CA 94541.

Program Evaluation Skills for Busy Administrators
available from: Oregon State Department of Education, 942 Lancaster Dr., NE, Salem, Oregon 97310.

Community Involvement

1. "Alternative Futures Planning", a demonstration study conducted for the Bureau of Reclamation, U.S. Department of the Interior, by James L. Creighton, SYNERGY Consultation Services, Saratoga, CA, August 1976.

2. Unpublished guide to public involvement from the Atlanta Office of Heritage Conservation and Recreation Service.

3. Synergy Citizen Participation/Public Involvement Skills Workbook, by Synergy Consultation Services. Copyright 1972.

4. Town Park Master Plan, Corte Madera, California, April 1979 - description of a cooperative project to redesign a common school/park facility with citizen participation.

Helpful Materials on Cooperation Theory and Practice

1. Association of Washington Cities. Public Risk Management Manual. Seattle, Washington: Washington Local Government Personnel Institues, 1978.

2. Baillie, Dewitt and O'Leary. The Potential Role of the School as a Site for Integrating Social Service. New York: Syracuse University, 1972.

3. Brooks, Fred A. Public School and City Recreation Cooperation in California. Department of Educational Administration, Brigham Young University. Dec. 1978 (Doctoral Dissertation)

4. Butler, George D. Introduction to Community Recreation. New York: McGraw Hill Book Co., Inc., 1967.

5. California State Department of Education, "Development of Public School Properties for Total Community Use: A Report by the State Department of Education to the State Legislature as required by Assembly Concurrent Resolution No. 91.," Sacramento 1969.

6. California State Department of Education. "The Roles of Public Education in Recreation: A Framework for Recreation Services Provided by California Public School District." Sacramento: March 1960.

7. Community Education Journal, Vol. 5, No. 5, "Interagency Cooperation" Issue. Midland, Michigan: Pendell Publishing Co., Sept./Oct. 1975.

8. Conner, John A., and Gaddy, Katherine. "Getting the Pieces to Fall into Place." Parks and Recreation, April 1978:37.

9. Denton, William H. "Interagency Coordination: Political Dimensions," Community Education Journal. September/October 1975: 34-35.

10. Hardee, Sharon and Doman, Jack. Wildwood Outdoor Education Lab: Conejo: Recreation and Park District/Valley Unified School District (unpublished document) 1977.

11. Interagency Cooperation. Arlington, VA.: National Recreation and Parks Association Special Newsletter, September 1977.

12. Irwin, Martha, and Wilma Russell. The Community Is the Classroom. Midland, Michigan: Pendell Publishing Co., 1971.

13. Johnson, Carl F., Planning Schools and Community Buildings as Recreation Centers. New York: National Recreation Congress, 1960.

14. Negley, Jim "Are You Liable?" California Parks and Recreation. June/July, 1979: 14.

15. Roos, Nestor A., and Gerber, Joseph S.. Government Risk Manual. Arizona: Risk Management Publishing, 1976.

16. Shoop, Robert J. Developing Interagency Cooperation. How-To-Series. Midland, Michigan: Pendell Publishing Co., 1976.

17. Staley, Edwin J. A Study of Cooperation and Coordination of Recreation and Youth Services of the L.A. Unified School District and the L.A. City Department of Recreation and Parks. Los Angeles: Recreation and Youth Services Planning Council, 1971.

18. The Park/School Recreation Planning Concept, Heritage Conservation and Recreation Service, in Cooperation with Washington State Interagency Committee for Outdoor Recreation, Seattle, Washington: U.S. Department of Interior, 1978.

19. Vickers, Janice, "Municipal Liability: the Trend Toward Self-Insurance," Sacramento, California: California Parks and Recreation. April, 1978: 9-12.

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